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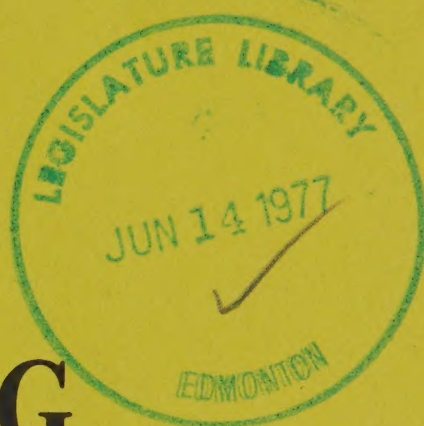


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1959

Alta. Provincial Planning Board

# ALBERTA PLANNING CONFERENCE



PROVINCIAL PLANNING ADVISORY BOARD



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1959

ALBERTA PLANNING CONFERENCE

# C O N T E N T S

	Page
Preface	
I INTRODUCTION	
Chapter I	
Address of Welcome	
Report of the Provincial Planning Advisory Board	1
II REPORTS ON THE WORK OF THE DISTRICT PLANNING COMMISSIONS	
Chapter II	
The Edmonton District Planning Commission	11
Chapter III	
The Red Deer District Planning Commission	21
Chapter IV	
The Peace River District Planning Commission	27
Chapter V	
The Calgary District Planning Commission	31
Chapter VI	
The Medicine Hat District Planning Commission	47
Chapter VII	
The Oldman River District Planning Commission	55
III PROBLEMS AND CONCLUSIONS	
Chapter VIII	
Planning—For What?	63

**Page**

**Chapter IX**  
**Problem Clinic Reports**

**69**

**Chapter X**  
**Business Session**

**77**



## P R E F A C E

The Alberta Planners' Conference for 1959, sponsored by the Department of Municipal Affairs, was held on November 12 and 13 at the Jubilee Auditorium in Edmonton. This was the fifth annual planners conference and it differed from those of previous years in that commission members, laymen who are concerned with planning, took an active part in the proceedings.

The Conference attracted 76 participants from all parts of the Province and included district planning commission members; officials from both urban and rural municipalities; planners from the Province, the district planning commissions and the cities of Edmonton and Calgary; Provincial Planning Advisory Board members and representatives from other government departments.

This year, the conference was based largely upon the work of the Province's six District Planning Commissions with offices at Edmonton, Calgary, Red Deer, Grande Prairie, Lethbridge and Medicine Hat. Mr. J.H. Holloway, Chairman of the Provincial Planning Advisory Board, acted as chairman for most of the sessions. The delegates were welcomed by the Hon. A.J. Hooke, Minister of Municipal Affairs.

On Thursday, the first day of the conference, reports were presented on the work of the individual district planning commissions. A considerable amount of discussion by both professional planners and elected representatives followed each of the reports. The work being done by the various planning offices throughout the Province was also presented in visual form through an exhibition of maps, models and published reports which attracted considerable interest.

The second day of the conference was spent largely on a review of the problems which had come to light during the first day. Problems connected with highway developments, small-holdings, the provision of services, annexation and a host of subjects were examined by the delegates who split up into two "problem

clinics" for purposes of discussion. The chairman of each problem clinic then reported back to the conference as a whole.

In addition to the regular conference sessions, a dinner meeting address by Dr. W.C. Wonders, Professor of Geography at the University of Alberta, was presented on the subject: "Planning—For What?"

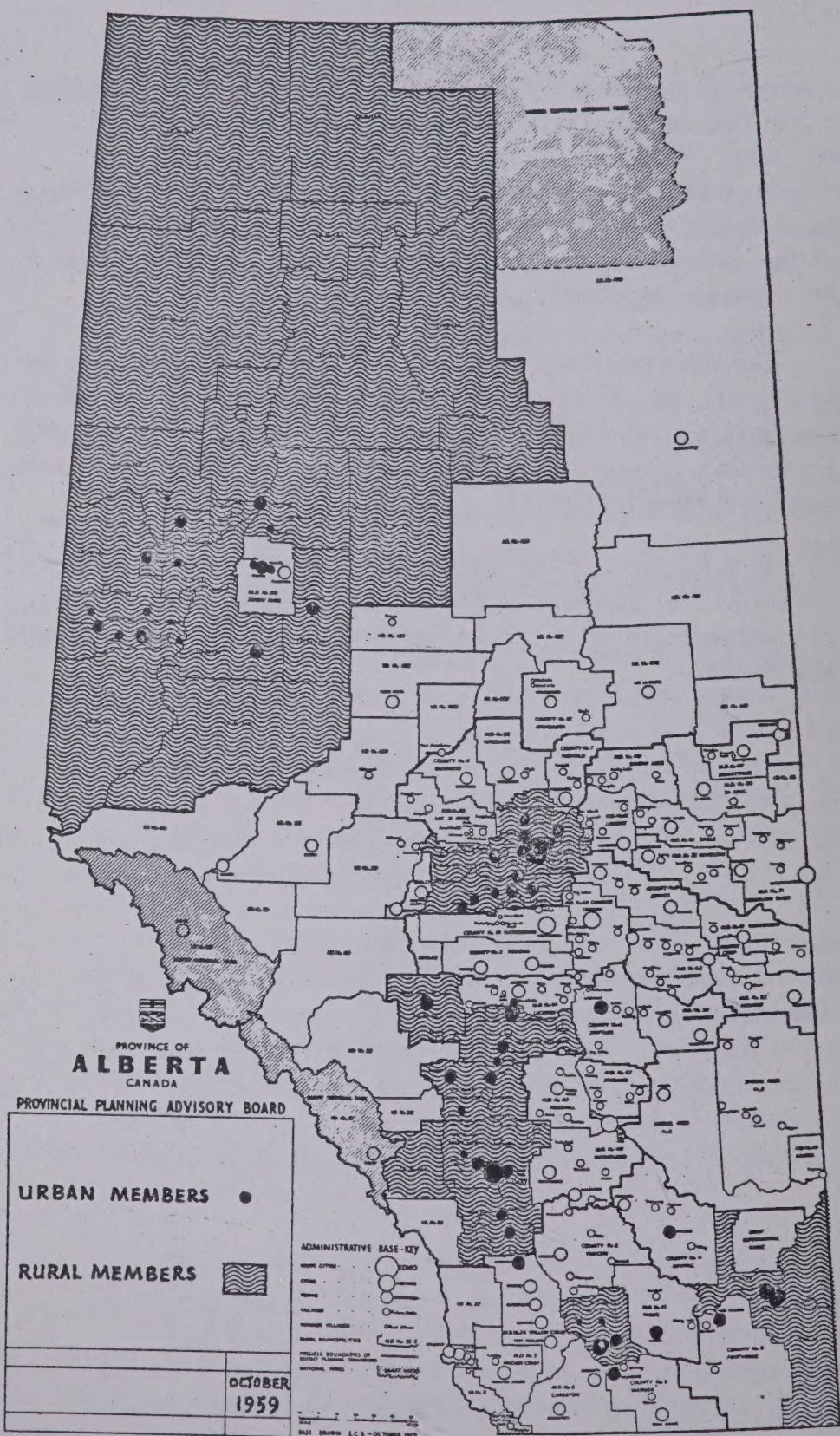
The report contains summaries of the papers presented at the conference and of the main points of discussion. The work of summarizing and editing from the tape recordings, made as the conference progressed, has been done by the staff of the Town and Rural Planning Branch.

It is hoped that the report for 1959 will provide a useful record of the conference for planners, commission members, elected representatives and other interested citizens throughout the Province.

Edmonton, Alberta  
December, 1959.



# THE DISTRICT PLANNING COMMISSIONS





## I INTRODUCTION

### C H A P T E R I

#### ADDRESS OF WELCOME

The Conference began at 9:45 a.m., November 12, under the Chairmanship of Mr. Holloway who, in his opening remarks, outlined the program and pointed out that it was designed to be of interest to Commission members rather than to the professional planners in attendance. He expressed the hope that everyone would participate fully in the discussions, that current problems would be thoroughly aired and that there would be a useful exchange in views and ideas.

Mr. Holloway then introduced the Honourable A. J. Hooke, Minister of Municipal Affairs, who welcomed the delegates on behalf of the Government. Mr. Hooke acknowledged the need for planning to ensure orderly development and stressed the importance of "selling" planning to the public. It was often difficult for individuals to understand the reasons for planning decisions affecting their property rights, and if those decisions are to be palatable it is essential that the planner be able to justify them. In making them, the planning body or planning official should carefully weigh the welfare of the individual against that of the community, and should make sure that the rights of the individual are not unnecessarily restricted. When any restriction is found necessary, the planner must be able to explain clearly the need for it and must not only inform the affected individual of his right of appeal, but must assist him as far as possible in exercising that right. This was particularly necessary in dealing with the individual property owner to whom the financial consequences of planning restrictions might be relatively much more serious than to a large corporation.

Mr. Hooke said it was his experience that there were very few people who could not be reasoned with, and he felt that if planning bodies and planning officials would give more attention

to explaining to the public the reasons behind planning policies and planning decisions, the public generally would be more ready to accept planning as a necessary and desirable activity that can benefit far more people than the few who are sometimes adversely affected by it.

Mr. Holloway thanked Mr. Hooke for his remarks and said that the improvement of public relations was a matter which those in the planning business had constantly in mind. He hoped that the conference would be able to devote some time to this problem and that some practical proposals for dealing with it would be forthcoming.



## REPORT OF THE PROVINCIAL PLANNING ADVISORY BOARD

(Mr. J. H. Holloway, Chairman of the Board)

The report with regard to the operations of the Provincial Planning Advisory Board entails going back a little into history. The basis of our present operations dates back to about the year 1950, when a number of material changes were made in what was then The Town Planning Act, which was later re-named The Town and Rural Planning Act. The general object of these changes was to give effect to certain recommendations that had been made to the Government and the City of Edmonton by Professors John Bland and Harold Spence-Sales, of McGill University, who had been engaged to advise the City on its future development problems. The changes which these gentlemen proposed were considered by the City and Provincial authorities and they resulted in the establishment of a new Provincial Planning Advisory Board and a planning staff separated from the Surveys Branch of the Public Works Department as a separate organization responsible to the Minister of Municipal Affairs. Provision was made in the revised Act for the establishment of district planning commissions, and there was a general understanding that the Province would contribute funds towards their operation. The new Provincial Planning Advisory Board consisted of the Minister and the Deputy Minister of Municipal Affairs and the Director of Town Planning, with provision for representation of other departments. Generally speaking, it was felt that this re-organized administrative machinery would make planning more effective at the municipal level and would create a reasonably good regional and provincial framework under which adjoining municipalities in an area could deal with their common problems and co-ordinate their development with the overall provincial situation.

The Provincial Planning Advisory Board carried on in that form for a few years, but in 1956, after the McNally Commission had made certain recommendations in regard to changes in planning legislation, the constitution of the Board was altered so that no Minister of the Province sat as a member of it. The Board

was re-established or re-constituted by the appointment of myself as Chairman, and Mr. Lester, the Director of Surveys, was added as a member. At that time the Director, Mr. Lash, and Mr. Morrison, Deputy Minister of Municipal Affairs were the other members. In 1957-58, Mr. Putnam, Deputy Minister of Agriculture and Mr. Hogge, Provincial Sanitary Engineer, Provincial Health Department, were added. In 1958 Dr. V.A. Wood, Director of Lands, Department of Lands and Forests and Dr. Chalmers, Director of School Administration, became members. These eight persons constitute the Board as it has more recently operated.

During these past eight or nine years there have been a number of changes in the details of the legislation which I need not relate here. The Subdivision Regulations, which were made under the provisions of the Act, have been amended in certain respects. One regulation which has constantly been to the fore, as far as the Board is concerned, is that which requires the dedication of a public park strip on lakeshore subdivisions.

I don't know whether you people at the south end of the Province run into that situation very much, but up here, in the northern area, the Provincial Planning Advisory Board is constantly dealing with questions arising from the desired freedom of access for the public generally to the lakes and lake frontages that are being developed as resorts. We have found that this regulation did not work too well. There have been various relaxations allowed and experimented with and I think that we now know pretty well how we can handle it. There will be new provisions in that connection in the revised Regulations which are now being drawn up.

In 1955, added legislation in the form of The New Towns Act came into force. The general purpose of that Act has been to provide statutory authority for the development of new towns, particularly those which are needed in the areas where oil development is under way. That Act has been used in connection with the development of three of our new towns in the oilfield areas. It has also been used in connection with the development



of the New Town of Hinton, which was based on a pulp mill development, and in connection with the development of St. Albert, a growing older town quite close to Edmonton.

In 1957, changes in legislation included amendments which eliminated Ministerial approval of zoning and interim development by-laws and gave broad district zoning powers to the district planning commissions where central cities are larger than 50,000 people. The commissions operating under the new Part IV of the Act are required to prepare zoning by-laws for their districts to provide the framework for detailed zoning within the individual municipalities. Those amendments were all intended to permit smoother operation of the existing legislation.

Now, I have here a few statistics which will indicate what sort of growth has occurred in the quantity of work which the Provincial Planning Office and the Board have had to deal with in the last few years. In 1951, the Board heard 4 appeals and issued 21 Board Orders. Skipping up to 1955, the Board dealt with 45 appeals and issued 75 Board orders. This year, 1959, up to date, we have heard 17 appeals and we have issued 165 Board orders. There has been a very steady and rapid increase in the quantity of the work which the Board has had to do, and the present volume is such that we sometimes have to neglect our other duties in order to keep up with what we are supposed to do as Board members.

As far as the activities of the Town and Rural Planning Branch are concerned, there are first those items such as by-laws and interim development orders and other local enactments which come into the Branch to be checked and approved before they become effective. The quantities here have varied quite a bit over the years. In the year 1951, for instance, we had 38 zoning and amending by-laws and 16 interim development orders to deal with, for a total of 54. The next year the total had dropped down to 28; in 1953—22; 1954—26. Since then the number has risen fairly steadily and up to date this year we have had 47 enactments of that sort to process.

New subdivisions comprise a category of work which has shown a very steady increase right along. Our figures go back even farther than 1951, back to the first year after the War, when there were not so very many new subdivisions being made. The figures have steadily gone up since that time. In 1951 there were 340 subdivision plans approved; 1955, 680. We had the top figure last year—912. This year to date we have had 681 and there seems to be every prospect of equalling last year's figure, if not exceeding it. These figures don't actually mean too much, because when you talk about subdivision plans, a subdivision plan may be 2 lots or it may be 200 lots, so that one plan does not indicate the work in checking the whole subdivision—it all depends on the size of the subdivision. But each one of them does entail a certain examination process, and as you can see, the volume of work handled today is pretty big when compared to what it was a few years ago.

The other field of activity of the Provincial Planning Office has been in the area of planning studies undertaken for municipalities which are not in the district planning commissions. A considerable part of the Province still remains outside the jurisdiction of the district planning commissions, and in those areas our staff has to step in and give what help it can. The major studies which we have done over the past few years include the following: In 1951, planning studies for the Towns of Ponoka and Brooks; in 1952, planning studies were undertaken for Stettler, Grande Prairie, Tofield and Wainwright and the reports on the Brooks and Stettler studies were published in that year.

In 1953 planning reports for Grande Prairie, Tofield and Wainwright were published and studies were commenced for the Towns of Bowden and Bonnyville. We also started planning surveys for Camrose. The year 1954 saw the preparation of plans for the New Town of Drayton Valley, which was to be developed following the opening of the Pembina oilfield, which in itself kept several staff members of the Branch busy. Planning studies were undertaken for Edson and Rimbey, the planning report for Rimbey was published and the planning studies for Camrose and Rocky Mountain House were completed.



In 1955 the planning work for Drayton Valley was completed and the administration of the New Town was handed over to the Board of Administrators. By that time plans for the new towns of Lodgepole and Cynthia, also in the Pembina oilfield, were on the drafting boards. In that year, also, the Branch became involved in the preparation of plans for Hinton, and the Camrose Planning Report was published.

In 1956, Hinton became a New Town under the provisions of The New Towns Act with its own Board of Administrators. The Branch commenced work on a number of problems which had arisen in the Whitecourt area and the area surrounding it. The planning report for Rocky Mountain House was published in 1956 and we started studies for the Town of Pincher Creek.

In 1957, a mapping project was begun for the City of Wetaskiwin. A number of site inspections and subdivision designs were made for a number of fairly large summer resort areas at Thunder Lake, Iosegun Lake, Long Lake and Rock Lake, all in the northern part of the Province. Subdivision design work for the new town of Hinton was completed and various kinds of planning studies were carried out at Brooks, Stettler, Edson, Wetaskiwin and Whitecourt. Interim development control measures were brought into effect at Whitecourt in 1957 and a local planning advisory commission was set up.

In 1958 the Branch undertook an intensive overall study of the Pembina oilfield area and a report on that came out this year. The lakeshore development situation at Pigeon Lake was also the subject of a comprehensive survey and a report thereon is now being prepared. Planning studies were conducted in close association with the local councils and planning advisory commissions in Wetaskiwin, Drumheller, Lacombe, Taber and Cardston. One of the bigger jobs last year was finding a location for the proposed new townsite in the Swan Hills oilfield area and a number of ground inspections and preliminary engineering studies were made to find just where and how a town could best be developed in that field.

In 1959 work has been continued on the Swan Hills project—a location has been found for the townsite and subdivision design work has been done by the Branch. A New Town has now been officially set up there and a Board of Administrators appointed. The report for the Pembina controlled area was completed this year and has just recently been published, and the Report on the Pigeon Lake Survey has been drafted.

I would like to report briefly on the establishment and growth of district planning commissions. The first commission was the Edmonton District Planning Commission, established in 1950; Calgary came along in 1951; Red Deer in 1952. In 1954 the Medicine Hat District Planning Commission was established. In 1955 the Lethbridge District Planning Commission was established. In 1957, the Village of Breton joined the Edmonton District Planning Commission and the Village of Picture Butte joined the Oldman River—formerly the Lethbridge—District Planning Commission. In 1958 the sixth District Planning Commission was established in the Peace River area with an initial membership consisting of representatives from the City of Grande Prairie, the County of Grande Prairie, 5 towns, 6 villages, 3 M.D.'s and 7 I.D.'s. The Town of Montgomery joined the Calgary District Planning Commission and the Villages of Blackfalds and Bowden joined the Red Deer District Planning Commission.

In 1959 several new members have been added to some of the district planning commissions. The Towns of Olds, Stettler, Sundre and Cremona joined the Red Deer District Planning Commission. The Towns of Nanton, Raymond and Taber became members of the Oldman River District Planning Commission. The Town of Brooks joined the Medicine Hat District Planning Commission. Membership in the Peace River District Planning Commission was increased during the year by the addition of the Towns of Beaverlodge and High Prairie and the Villages of Girouxville, Nampa and Wanham, and a number of I.D.'s—there are ten of them listed here.

That, ladies and gentlemen, covers my review of what has been going on in the form of provincial activity over the past few years. I think it may be said that a lot of progress, judged



by the volume of activity, has been made. It is our aim to transfer provincial jurisdiction in the settled areas as soon as we can to district planning commissions and to assist in the setting up of such commissions where none exist at present. Experience shows that it is more convenient, economical and efficient for most planning matters to be dealt with at the local level, and we know that with provincial financial aid, the district planning commissions can do a good job.





## II REPORTS ON THE WORK OF THE DISTRICT PLANNING COMMISSIONS

### C H A P T E R II

#### THE EDMONTON DISTRICT PLANNING COMMISSION

(Alderman F. J. Mitchell, Chairman of the Commission)

Before dealing with the District and Municipal Planning in this area, I would like to cover briefly some aspects of growth and development.

The population of the District in 1959 was 351,000 or roughly 29% of the population of the Province. Of this 351,000, approximately 302,000 were in the metropolitan area.

The metropolitan area includes the City of Edmonton, Towns of Beverly and Jasper Place, New Town of St. Albert, and portions of the M.D.'s of Stony Plain, Sturgeon River and Strathcona, including the new urban area of Sherwood Park.

The growth of this metropolitan area has been substantial in the past decade. It has grown from 161,000 in 1950 to 302,000 in 1959. In the past few years it has grown by from 15,000 to 16,000 persons per year, and in 1959 this area accounted for approximately 45% of the population increase of the Province.

Within the past few years there has been a significant change in the amount of population increase in the City and adjoining areas. In 1956-57 of an increase of 15,930—12,350 was within City limits, 3,580 was in other municipalities; in 1958-59 of an increase of 16,000—8,600 was within City limits, 7,400 was outside City limits; or, in other terms, the City population is increasing at 3.4%, Jasper Place, with 23,000 population, is increasing at 21%, Beverly, with 8,000 population is increasing at 19%, and similarly with the other adjacent metropolitan urban areas.

This growth of population, over a closely integrated area, in a number of municipalities has accentuated the need for close co-ordination and cooperation with regard to roads, zoning and utilities.

The increase in population has been dependent in great part to increased opportunities for employment. The area, as a centre for industry, government, transportation, communications, higher education, service industries, etc. has witnessed corresponding increases in employment and development in all these categories. Industrial development has occurred both in the rural areas and the City, and to a much lesser extent in the adjoining towns.

Beyond the metropolitan area, the Town of Fort Saskatchewan has been the major centre for industrial expansion, and the population has more than doubled since 1953.

The location of the Edmonton International Airport northwest of the Town of Leduc, coupled with the completion of an inter-municipally financed water line from Edmonton to both the Airport and the Town of Leduc, indicates the possibilities of increased development in this area.

Beyond the urban areas there has been increase in such developments as small holdings, country estates, resort and beach cottage development, recreational and institutional uses, highway development. Thus the development and changes are occurring over a very wide area.

With this very brief background, I would like to discuss the work of the Edmonton District Planning Commission.

The Edmonton District Planning Commission was the first to be set up in the Province in 1950. Its purpose was to bring together into one organization those municipalities who had common problems and were interested in the orderly and economical development of the area.

Originally it was purely an advisory body on subdivision,



zoning and general plans, and it provided a technical planning service to all those municipalities which had no planning staff; which included all municipalities except the City of Edmonton.

Since 1950, there have been changes in the scope and function of Commission work. In 1953, the Commission was authorized to handle subdivisions in conjunction with the municipalities for all members except the City of Edmonton.

In 1957, with the complete approval of all members, certain amendments to The Town and Rural Planning Act gave the Commission district planning responsibilities. The Act requires the Commission to prepare a District Plan, which, once it has been approved by the municipalities on the Commission, is binding on the member municipalities. The Plan can be amended by a 2/3 vote and an appeal to the Provincial Planning Advisory Board is provided for.

The Commission has, in the past two years, approved two sections of the Preliminary District Plan (1) Metropolitan Section, (2) Highway Commercial Zoning Section. Both were the result of extensive surveys and studies and complete reviews by the individual Councils, and in both cases it was possible to achieve unanimous approval of the member municipalities.

The metropolitan section of the Plan attempts to co-ordinate various land uses across municipal boundaries, to reconcile the various claims on land of various land uses in order that they do not overrun or devalue one another. It also attempts to ensure, in the urban reserve zone, that utilities, adequate road connections and municipal services are available when the area is developed.

Within the metropolitan plan, individual developments in various municipalities have been able to connect to an overall system in an orderly and economic manner. It has also avoided, to a great extent, the costly fragmentation and scatter of development in the direction of urban expansion.

The purpose of the Highway Commercial Zoning Section of the Plan has been to provide, in an orderly and economic manner, for the necessary uses along highways, and at the same time ensuring its safety and efficiency.

Both sections of the Plan have, to date, worked well.

A third section of the District Plan, now in preparation, is the Parks and Recreation Section. The initial work completed is the large-scale mapping of all lakes in the District, together with a detailed survey providing information on depth, beach and lake bottom material, nature of adjoining land, existing subdivisions, suitability for swimming, boating, fishing, condition of access roads, etc. Although the Parks and Recreation Section of the Plan will include other elements, the lakeside development will form a large portion of it.

The Commission has completed a substantial number of studies as a basis for planning and as information for potential developers and the general public. Many of these are on display at this Conference; such studies as: The Economic Base Study and Population Projection, Metropolitan Land Use Studies, Small-Holding Report, Journey to Work, Rural Community Surveys and Current Studies on District Water Supply and Major Road.

Those studies which have been published have had a large sale and a wide distribution, and beyond their interest to the municipalities they have been of interest to potential developers.

Within the District Plan, which is to provide a broad co-ordinating framework, the member municipalities are preparing their detailed general plans. The City has its own planning staff for this purpose, the other member municipalities avail themselves of the services of the technical staff of the Commission.

In the past year those municipalities not under zoning by-laws or general plans have concentrated on completion of major road plans, park and school plans, central area and general zoning guides. There has been, in addition, a wide range of planning



work on replotting schemes, detailed subdivision designs, recreation area lay-outs, selection of homes for aged, public works programs, and preparation of new base maps, etc. Some of these studies are on display for more detailed examination.

In summary then, the Commission has completed work on: (1) The District Plan, (2) the various aspects of subdivision, (3) the carrying out of major surveys and studies, and (4) has provided a technical planning service for those municipalities who have wished to avail themselves of it in assisting in their municipal planning work.

Its other major function has been to provide an opportunity for the various municipalities to meet together regularly to discuss their mutual problems; and work out mutually satisfactory solutions. It has assisted in better understanding of one with the other. In a period of rapid and continuous development, many unresolved problems remain, however. The municipalities as a whole feel the Commission has been of value and assistance and has contributed towards and encouraged the orderly and economical development of the area and the maintenance of a high quality of development.

Roads - Indicated are the problems which have arisen or may arise with regard to major roads in the Metropolitan area.

Without going into details of the overall road system, the problem may be illustrated in one or two areas.

In the process of developing residential areas adjoining but outside the City, a number of questions arise with regard to roads.

The first concerns the minor residential streets and this is primarily a municipal matter resolved by the municipality, either by itself or in conjunction with the developer.

A second question concerns the tying into or extension of major city streets into or through adjoining municipalities. Examples are 107th Avenue, 95th Avenue, 87th Avenue. It is a

question of reaching agreements on standard sections, alignments and perhaps intersections. This is essential if major city streets are not to come to dead ends, or funnel into minor residential streets. There has been no major problem in reaching agreements on alignments and sections of these streets and even providing right-of-ways; although, for financial reasons or back-log of work, there may have been delays in construction.

It is in the major roads through a number of municipalities, that difficulties will arise. For example, 125th Avenue passes through Sturgeon River, Beverly, City, Jasper Place and M.D. of Stony Plain. The thought of separate municipalities separately acquiring right-of-ways and separately constructing sections of this road is enough to make one realize that a more workable solution should be devised. In this respect, these metropolitan municipalities differ from remote outlying municipalities. In this case, the inability of one municipality to carry out its task may affect the whole area. Three years ago, approximately 10% of development was outside City limits; as we now approach 35 to 40%, some of these problems are assuming some urgency. This in no way reflects on the various municipalities, since they have all done their utmost in these matters.

**Utilities** - The overall costs of utility extensions, sanitary sewer, storm sewer, water, gas, power, etc. are factors determining direction of development and should be related to the areas proposed for annexation. I have no doubt the various aspects of this will be dealt with in great detail in the various submissions. I would like to touch on one aspect which may have some immediate relevance insofar as subdivision and development are concerned. This is the question of sanitary sewer and, to some extent, treatment, as it affects Beverly and Jasper Place.

The Town of Beverly disposes of its sanitary sewage by lagoon treatment, the lagoon is adequate for a population of 7,000 and has reached capacity.

Three possible solutions have been proposed: (1) connection to city treatment plant across the river; (2) separate treatment



plant for town, and (3) lift station to pump sewage back to city main.

However, any further subdivision or development east or north of Beverly awaits a decision on this matter.

The Town of Jasper Place is connected to the City system at 9 points, with certain agreed capacities. The area is now near these capacities or will reach them near 107th Street. Any major expansion westward or southward would depend on a main line extension from a considerable distance inside the City. Any further subdivision or development beyond this capacity would await the construction of this major line.

These two areas last year accounted for 1,700 new residences. If immediately, or in a year or two, these areas are not available for development, then there will be a need for alternate serviced areas. Delays in some major decisions in certain parts of this metropolitan area should be considered in the light of yearly serviced lot requirements.

### City of Edmonton

Much of the work carried out in the City Planning Department during the past few years has been in the preparation of plans for new subdivisions necessary to meet the demands of rapid urban growth.

New neighborhoods have been designed and carried out either as resubdivisions or as replotting schemes, and have been adopted by City Council as part of the General Plan for the City.

Excluding industrial subdivisions, plans were approved and adopted by City Council for 900 acres in 1956, 800 acres in 1957 and 1600 in 1958. In 1958 draft plans were drawn for 3815 acres and detailed schemes for 4260 acres.

In view of the progress made in plans for residential expansion, which represent about five years population increase,

it has been possible to reorganize the department to enable more progress to be made towards the preparation of a General Plan for the City, although it should be noted that the newer subdivisions already in effect form part of that Plan.

During 1959 a revised Land Use Study of the City has been completed. A start has been made on a study of the River Valley with a view to a plan for future development for submission to City Council.

The cross river traffic problem has been the subject of considerable research and draft plans have been prepared for a long term scheme to ease the pressure on the Dawson Bridge Northside approaches, to provide an alternative river crossing at the Capilano Ravine.

The Low Level Bridge approach problem has been solved for the time being by the completion of improved approaches from the north and south sides, although implementation of this scheme may be necessitated if and when the suggested Mill Creek highway is constructed as an alternative approach road to the City Centre.

The revisions to The Town and Rural Planning Act have greatly increased the urgency for a general plan for the City, and a revision of the standards applicable to future development. Progress has been made in the drafting of new standards for all classes of development, including revised standards of parking provisions.

Alderman Mitchell, following the completion of the report on the activities of the Commission, stressed the necessity for planning in the communities of this Province. With reference to some of the remarks made earlier by the Hon. Mr. Hooke, he pointed out that there are much broader interests to be safeguarded than the individual's title to a piece of land and the rights that go with it. While the rights of the individual should be protected, the best interests of the general public must also be considered and generally must be paramount.

Mr. Mitchell went on to question whether 10 per cent of a subdivision was a sufficient area to be allotted for public reserves. He felt that 12 to 15 per cent would be better, and that this would have the effect of enhancing the value of the developer's land.

Mr. Martin remarked that roads account for about 25% of the area of a new subdivision. This amount, added to the 10% for public reserve, totals 35% of the land, which the owner is required to donate for public use. In some cases, where land areas are small, and where a major road is involved, an owner may make a much larger contribution for public purposes. To prevent that requirement becoming onerous, the City of Calgary proposes an upper percentage limit in the amount of land which an owner is required to set aside for public purposes. Any further land which is required for public use such as schools, parks and playgrounds should be purchased.

Mr. Mitchell, concluding the discussion, praised the work of the Edmonton District Planning Commission, and thanked them for their co-operation during the past year.





## C H A P T E R III

### THE RED DEER DISTRICT PLANNING COMMISSION

(Dr. W. Parsons, Chairman of the Commission) \*

The Red Deer District Planning Commission was formed in 1952, when both the City of Red Deer and the Municipal District of Red Deer No. 55 considered it in their joint interest to control development on the fringes of the City. In addition, the City was able to obtain financial help from the Province in its planning by joining with the Municipal District and forming a Commission. Its first budget was for \$12,000.

Today, seven years later, the Commission has grown to twelve members, comprising the City of Red Deer, five towns, three villages, two Municipal Districts and one Local Improvement District, with an approved budget for next year of \$55,000.

The work of the Commission in the early years was devoted to a very large extent to developing long range plans for the rapidly growing City of Red Deer. These plans have culminated in a Master Plan for the City, contained in a series of maps, which are on display here today, and an accompanying by-law which had its first reading just three days ago.

We believe that the studies made in this connection and the final plan are second to none in this part of Canada.

The City Council has expressed the view that this Master Plan alone is worth more to it than its entire contribution to the Commission over the past seven years, and now that the Plan is completed they cannot comprehend how they managed without it in the past.

Land use studies have been completed in the two rural municipalities and the Local Improvement District, and zoning by-laws have been prepared and adopted in these three areas. In the

\* Read by A.R. Sinclair, Town of Rocky Mountain House

main, these by-laws are designed to protect urban areas against fringe development, highways from ribbon development and unsuitable uses, and to prohibit rural subdivisions of a type that would be a tax burden to the farming community.

Among the five towns that are members, a zoning by-law has only been completed and adopted at Rocky Mountain House. Studies have been in progress for the last two years in Innisfail, and it is expected that a Master Plan and By-law will be completed this year. Olds, Sundre and Stettler have only joined us in the last twelve months, and preliminary work in these areas will be started in the coming year.

The three Villages of Bowden, Blackfalds and Cremona have not been overlooked. Contour maps have been prepared for Bowden and Blackfalds and plans for their growth and expansion prepared. Work in Cremona, a new member, will start next year.

A new study is to be started in the rural districts next year covering the entire road system of the area, including location, standards, costs and the co-ordination of market, farm and school requirements.

The following procedure has been adopted by the Commission in preparing plans for the urban communities:

1. Preparation of base maps and compiling information on assessments, population, building permits, existing services and so on.
2. Aerial photography and contour maps.
3. Referring selected areas for future development to the consulting engineers of the municipality for a basic layout of trunk sewers and water.
4. Land use study.
5. Traffic study where required.
6. Preparation of zoning map.
7. Preparation of zoning by-law.
8. Preparation of 5-year capital works budget.



The Commission staff have prepared many general reports of great value to their members. For example, the report on the cost of rural subdivisions to the taxpaying farmer, and an exhaustive study of the cost of servicing urban residential subdivisions. More than 40 copies of this latter report have been sent out to different communities in Canada in answer to requests.

Is all peace and harmony within our Commission? Not exactly. Some of our rural members have considered that planning is weighted too heavily in favor of the urban communities. The urban communities sometimes feel that the rural municipalities want all the highway and industrial development although the urban communities are generally responsible for looking after the employees. But this at least we can say—there is a growing realization by both urban and rural members that

1. to plan is better than not to plan;
2. that the conflict of interest between urban and rural communities is not as great as they once thought;
3. with patience and good will, a satisfactory solution can usually be found for most problems.

Some of our main problems can be summed up as follows:

1. A major problem lies in our relations with the Highways Department, which appears to us to be entirely inconsistent in its rulings, and unprepared to protect the provincial investment in highway development.

2. Annexation problems—the machinery is cumbersome, slow, inefficient and ultimately lies in the hands of an authority not best qualified to make a proper decision.

3. Development problems in smaller communities, where it is uneconomical for private developers to finance the servicing of new residential subdivisions. In order to reduce debenture borrowings, urban communities seek to employ a system of pre-paid services. To do this, they need adequate capital to buy land and start a rotating fund for services. The present legislation places severe restrictions on this, forcing urban communities to borrow much greater sums to provide debentured services to

privately-owned land. The results are high land profits, poor services and high municipal debt.

4. Public relations—I believe I would not be incorrect in saying that all of our member councils are fully aware of the desirability and widespread need of planning. Planning, however, is complex and long term in its rewards. Our municipalities are sold on the need, but how do we sell the property owners on the idea that restrictions which in many cases reduce the value of an individual's land are in his and everybody else's long term interests? When we solve that problem we have solved the majority of planning problems.

In closing, I wish to pay tribute to the staff of our Commission, and particularly the Director, who has been with us for over six years and has had to ride some rough storms. They have all served us devotedly and well, and we must admit that the occasions on which their advice has proved wrong have been rare indeed.

I would be wrong not to make this final comment. These Commissions are an experiment in municipal co-operation. Any co-operative effort is fraught with difficulties, but from our experience the future outlook is most promising.

Following the report of the Red Deer District Planning Commission, Mr. Holloway asked Mr. Cole if he would enlarge upon the problem of the cost of rural subdivision to the property owner.

Mr. Cole, Director of the Red Deer District Planning Commission, replied that a study had been made about 18 months ago with the object of making a determination of the costs of rural subdivisions to rural municipalities. It was found that the average taxes paid in the M. D. of Red Deer were in the neighborhood of \$470. The general cost to the rural municipality was about the same for each family. Immediately a family moves onto a small holding in the municipal district an expenditure of from \$200 to \$230 per year has to be met by the municipality. If the new home doesn't produce this amount in taxes, the deficiency has to be met by the rest of the municipality. It was found that any home which was built in a small holding area for less than \$10,000 would have to be subsidized by the farmers in the M. D.

It is felt that rural municipalities are not suitable for the administration of urban-type residential subdivisions. Small-holding subdivisions are approved in the Red Deer Commission area, where it has been ascertained that no health problems are involved and where the developer pays for the roads. The size of the lots must be such as to allow for the installation of septic tanks and individual wells.

Mr. Smith stated that in the M.D. of Rocky View, which surrounds the City of Calgary on three sides, it is felt that normal urban subdivisions have no place in rural areas. The minimum site-size for country residence districts is 5 acres in this municipality. By denying normal residential subdivisions in the area, the municipality is forcing people into the towns. Because of this policy, practically all industries are also located within the towns. This situation may, however, change in the future with the development in the municipality of petro-chemical industries, which cannot be limited to a confined area.

The question of annexation of rural land by urban municipalities was discussed. Many delegates felt that the procedure involved was very time-consuming and cumbersome in nature. It was suggested that there should be a set of rules established so that people living on both sides of the border of an area coming up for annexation are made fully aware of what this will entail.

Mr. Martin felt that, from the vast quantities of data collected during annexation proceedings, the only material which actually comes into use is that connected with the individual owners who wish to lodge a protest against the annexation. Since only a minority of people are included in this category in most annexations, Mr. Martin questioned the necessity for gathering such an extensive amount of material. The whole annexation procedure could be considerably shortened by contacting the owners who opposed the annexation only and obtaining the necessary legal descriptions of the lands involved.





## C H A P T E R IV

### THE PEACE RIVER DISTRICT PLANNING COMMISSION

(Mr. A. Robertson, Chairman of the Commission)

We always have the feeling, when a chairman introduces our Commission, that someone in the audience will surely be thinking—"The Peace River District Planning Commission?—where in the devil is that?"

And then, too, people seem to expect that members of the Peace River District Planning Commission will surely present themselves clad in furs, flowing beards and driving a dog team. But this is not the case, for we really do not feel too remote or too different even though we administer an area that touches the Northwest Territories, just south of Great Slave Lake.

The activities of our Commission were varied during the past year. We like to divide these between "restrictive" and "creative" functions. In the restrictive category we have, of course, administered the same Act as have other Commissions in the Province. We approve subdivisions and transfers. We have undertaken replotting schemes. We have drafted zoning by-laws and amendments. We have designed over-all plans. And we do many other things as well.

But in the creative part of our planning activities we have produced a number of interesting projects. As you know, our first report on the proposed railway to Great Slave Lake was intended to stimulate the establishment of a Royal Commission to study the subject—which has been done—and we are very proud of the fact that our report was instrumental in doing this.

Our second comprehensive study moved from the field of regional planning and economics to the field of landscape architecture, and resulted in a published report of some 200-odd pages on parks and recreation. We then produced a report on a proposed

rural zoning by-law for the County of Grande Prairie. Although zoning is restrictive we do feel that its creative aspects are the ones that truly need the attention of planners. The report was written for Council so that they, too, can participate in the planning function.

Our next report dealt with the problems of town boundary extension in High Prairie. It was written with the specific purpose of assisting council in promoting a desirable and economic pattern of town growth. Another creative plan was in the field of engineering design where we prepared a complete program of water and sewer services for a small hamlet in the north. We are at this time completing another comprehensive study in the field of traffic engineering. This report will establish a plan for future roads and traffic in Grande Prairie. Each year we undertake a program of aerial photography and mapping of various communities in the District.

In the field of housing studies we have initiated some projects under the terms of the National Housing Act with the prepayment of utilities. We are preparing plans for a federal-provincial land assembly project under Part II of that Act. We are budgeting for a comprehensive urban renewal study under Part IV of the Act.

We have done other things, such as school plans, employee benefit plans, annual reports and so on, and we provide a printing service.

The theme of our planning in the north is that restrictive planning in itself is not the end of good planning by any means. We feel strongly that it must go hand-in-hand with the creative aspects of planning in order to attain the highest goal that is available to good planning throughout the Province.

We have found that it is this two-pronged attack which is winning a place for planning. We feel therefore that planning must show what it can do, so that it can establish itself firmly in the minds of the public as not only a useful but an essential function in the structure of today's way of life. We feel that



planning is unique in being the only activity that can affect every aspect of the welfare of mankind and that we must, as good planners, seize the opportunity and mould our environment into a better habitat for the good of all people by fully utilizing the restrictive and creative tools of planning available to us.

Mr. Holloway opened the discussion which followed the report by inquiring whether the large size of the Peace River District Planning area raised any problems.

The Commission covers approximately 100,000 square miles, according to Mr. Clegg. There were extensive areas of sparse population and where no people lived at all. This raised problems of travel, which Mr. Clegg felt might be remedied to some extent by a mobile staff member who could travel from place to place, set up office, and provide assistance and advice on planning matters periodically.

Mr. Holloway asked if any special studies had been made on a regional basis in the Peace River area. Mr. Clegg replied that attempts were now being made to prepare a plan of development for the northern part of the area. Data were being gathered and compiled on resources with a view to providing a basis for future development. A regional plan modelled on the Tennessee Valley development program is envisaged for the area.

Mr. Clegg stated that under a regional plan each resource would be developed to its ultimate extent and that a variety of activities would be encouraged in order to broaden the economic base of the area. The Wenner-Gren development on the British Columbia side of the border was mentioned as adding impetus to growth on the Alberta side. The gas industry, forestry and wildlife resources were mentioned as examples of the widely differing economic activities which would be involved in regional planning for the area. A plan of this type and scope would require assistance and co-operation from government departments and other groups connected with the resources of the area.



## CHAPTER V

### THE CALGARY DISTRICT PLANNING COMMISSION

(Alderman Mary J. Dover, Chairman of the Commission)

The letter which I received from Mr. Browning of the Town and Rural Planning Branch, asking for a report on the work of our Commission, also suggested diplomatically that the report be brief—not more than 15 minutes—in view of the many other reports to be given at this conference. To me, brevity is a virtue and I am therefore grateful for this brief opportunity.

On reviewing the subject matter, that is, our work in the past and our hopes for the future, it is clear that there is time to touch only on the highlights and generalities of our subject.

Perhaps in describing our labors, and the fruits therefrom—if indeed we agree there are any fruits, and we must all leave the public as the final judge of that—perhaps it is best first to dig back into a little history. In our case this history will be purely local and will commence with the famous land booms from 1908 to their disastrous collapse by 1914. I start with this period because at that time there was no town and rural planning as we know it today. This was the period when the individual's right to the free and undisputed use and disposal of his land blazed forth in a blinding flash, regardless of the consequences to his neighbor, to the public, and to their heirs and descendants—that is, to ourselves. Perhaps that period was the last time our North American society would have to witness such wanton disregard for the future.

In both the town and country scene, that land boom had lasting effects, firstly from the point of view of the layout and convenience of our towns, and secondly, from the direct and indirect economic effects which persist today in both town and country. Let us illustrate.



One rural member of our Commission, the Municipal District of Rocky View, surrounds the City of Calgary on three sides and contains about 1,000 square miles of rich and rolling agricultural land. In the boom days this area comprised roughly the Municipal Districts of Springbank, Beddington and Sheppard. These latter two, Beddington and Sheppard, enjoyed tremendous popularity under the subdividers' knives and even today, 50 years later—titles to 25 foot lots three miles and more from the closest sewer line repose in safety deposit vaults in Britain, South Africa and Australia. (The Municipality wonders what would happen if, through some disastrous measure, it became possible for the owners of titles to blocks of these postage stamp lots, to separate the lots from title and sell them individually, so that there were 1200 owners in a quarter section instead of one or two.)

The Secretary-Treasurer of Rocky View, Mr. Dave Gardiner, has in his office library two booklets issued in 1921 by the Municipalities of Sheppard and Beddington. These booklets total about 100 pages, printed in double columns at 12 lines to the inch, and list all the properties held for tax sale in those two Municipalities. In total there are about 45,000 parcels ranging in size from 10 acres to single 25 foot lots. The area involved is about 36 sections of land.

This is not the whole story. Over a period of many years—and the process is still going on in a small way—these Municipalities managed to acquire and consolidate titles in large blocks, and to sell these blocks to farmers, so as to get the land back on the tax rolls. The municipal proceeds from the sale of these lands was about \$15,000.00. But the Municipalities had to cancel about \$800,000.00 in unpaid taxes. Let us convert this purchasing power in 1921 municipal dollars to today's figures—perhaps \$2,400,00.00 or more for two small rural municipalities.

I would like to suggest that this kind of freedom, ladies and gentlemen, is, in fact, license. In recent years we are fortunate indeed in our area in having been able to avoid its repetition to any significant degree. Let us hope it may never occur again.

Today, our rural municipalities through their zoning by-laws are able to limit the subdivision of urban-sized lots to the towns and cities—while at the same time permitting a person, with real intent to build a home in the country, to buy an acreage parcel for that purpose. Now, our rural municipalities—huge elephantine creatures they are today—have long memories. In 1941 the Municipal District of Springbank looked rather anxiously at the early signs of expansion based on the war effort. The Municipality's stomach heaved and up came the first rural zoning by-law in Alberta—in fact, as far as we know, the first in Canada to zone agricultural lands. The chief purpose of the by-law was to keep contained within their limits those fringe areas that had developed in the old remaining subdivisions outside the City boundaries. In this attempt they were significantly successful, but they needed help.

The oil boom in 1947 brought with it our present development boom. Also in 1947 the rural municipalities joined together with the Villages of Bowness, Forest Lawn and the City of Calgary to form the Calgary and District Planning Commission.

These original members soon realized they could not cope with their problems on a part-time basis. The government passed revised legislation in 1950 and the Calgary District Planning Commission was established in 1951. The new Commission was given subdivision approval authority, a wider field of interest, and the powers to engage employees. Since that time we have employed a staff, our membership and size have increased, and our troubles have never ceased!

Leaving ancient history and coming to recent history, we find that our Commission has played an important part not only in assisting and guiding its members on day to day matters, but also in the broader issues that make up the complex work of modern municipal organizations.

One of the most important of these has been the promotion of inter-municipal co-operation and understanding. This is a logical outcome because once a month, for nine years, councillors

from adjoining municipalities have gathered together to discuss one another's development problems. The Commission has provided a sounding board for an exchange of ideas. It has been the one place where, without prejudices, members have been able to speak freely—in and around the general planning interests—about their municipal hopes and aspirations.

Partly as a result of early Commission urgings in 1952, came the McNally Royal Commission with its tremendous pre-occupation with planning and its recommendations for annexation and amalgamation. The City of Calgary's latest requests to the Board of Public Utility Commissioners have been influenced and expanded by the urgings of our planning Commission and the Municipal District of Rocky View. In this connection the recent attitude towards amalgamation of our metropolitan towns, as opposed to their early acceptance of this course, is a natural reflection of their growth in population and longer tradition of municipal autonomy. Nevertheless our few, and slight disagreements in this matter, have been pleasant and without rancour; and the Commission and its members await expectantly the Public Utilities Board decisions. These decisions, whatever they may be, will affect greatly the future course and work of the Commission.

The City of Calgary, on whose behalf a further report will be given, has benefitted tremendously by inter-municipal planning and co-operation. Firstly, where the City has found need to expand to the north, west and south in order to accommodate new housing developments, it has encountered co-operation and understanding from its rural neighbors. Secondly, when the needed lands have come within the City they have come in large acreage parcels, capable of development in large, well-planned neighborhoods. Inter-municipal planning co-operation has made this possible and has prevented the unnecessary speculative fragmentation seen in our early history.

Because these lands have been capable of easy assembly and development, it has been relatively easy for the City to require as a condition of subdivision that the developer provide prepaid utilities. This has saved the public purse from the costly



financing of sewer, water, streets, sidewalks and so on, otherwise needed for speculatively subdivided land. Just what saving has this meant to the public pocket?

Precise figures are not at hand because private developers do not publish their costs. Nevertheless, within the City of Calgary today there are 12 residential neighborhoods which were outside in 1951. These neighborhoods comprise some 5-6000 developed homesites, all more or less with prepaid utilities. At an average long term prepayment price of \$1,500 this represents a minimum prepayment of over 7 1/2 million dollars, which in other circumstances may have had to be largely financed through the public purse. In addition, such a large sum at a rate of 5% would require \$262,000.00 in interest charges each year, excluding amortization. In coming years this possible saving will be greater because the prepaid cost of providing service to residential lots is now in the neighborhood of \$1,900 to \$2,000.

The Commission, bearing these costs in mind, has advised the Town of Okotoks which lies 20 miles south of the City, so that now that town has embarked on a prepaid development program to meet growth arising out of a new sulphur plant, and its satellite relationship to Calgary. The Commission hopes that these measures will help the Town to retain its solvency and meet its other capital obligations in the coming years.

So for the future I just wish to add the thought that it seems that our municipalities, faced as they are with all the new demands of our new society, must have before them constantly not only their plans for the future, but also the tools with which to do the job in the present. Already, before us we have proper development plans to deal with the present, we are faced with the problem of providing recreational areas and facilities for our new large urban populations; with demands for satellite residential villages for those trying to avoid congested city life but still wanting urban benefits. With the problems of the rural municipalities upon whom will be imposed the resulting cares and burdens; and with the everlasting cry of the individual that his rights are being taken from him. To all of those we look in the future,

hopefully that we can, along the way, keep finding the best answer to a balance between town and country planning and private and public demands.

Having given a general outline of the reasons why our Commission came into being, of the benefits it has helped to bring, and a glimpse of our work in the future, I should now like to say a word about the planners themselves. I well remember that when I first met these men I wondered what sort of persons they might prove to be.

The City of Calgary employed a planner in 1912 named Mawson, whom they imported from England. Mr. Mawson was engaged to prepare a plan for the City, which was published in a charmingly-produced book. It was purchased by the City, gazed at with wonder, put on a shelf and a few years ago, when a janitor asked what to do with a pile of old books, all but 3 copies of the Mawson Plan were dumped into the garbage can. Mawson's beautiful, fanciful, and idealistic vision became a smoky memory.

Today's planner does not wander over the face of the earth producing fanciful plans and leaving them behind. He is a servant of the people and a permanent employee of a municipality, the whipping boy of the disgruntled, a keeper of the peace. Our planners are in demand as speakers and usually no one pays any attention to their very carefully prepared speeches packed with wise counsel. On the other hand I might hazard a guess that from these men more free advice is sought and willingly given than is ever asked of lawyers and doctors and perhaps stock-brokers. And there seems to be no doubt that there is no joy in the hearts of some who can either upset the carefully considered opinions of our planners, or if possible even take them to the courts.

It has been said that "town planning legislation in this Province has conferred an astonishing and ominous degree of discretion on salaried municipal officials, with wholly inadequate safeguards for the individual citizen who must deal with them; and that these officials in turn have interpreted their authority very broadly, to the point where they have exercised powers

which it is inconceivable that either the Provincial legislature or a City Council intended them to wield." (Calgary Herald Editorial, 16/9/59).

I should like to remind you that in preparing the by-laws governing town planning, our planners have attempted to grow with the times. All drafts of the by-laws contain provisions for appeal boards at various levels—and these boards are composed of citizens at large within the communities with a ratio of three to one against elected representatives. The planners have one representative for advisory purposes only and he has no vote.

A quotation by Lord Eldon: "Power corrupts—absolute power corrupts absolutely" is being used to castigate our planners. This attack has misled too many people who have not taken the trouble to discover that no planner can move alone, but that rather he is surrounded with boards and committees and councils, without whose direction and approval he can take no action and make no decision.

In Calgary the Zoning and Thoroughfare By-laws took five years to write, during which time, annually, committees of aldermen were struck to consider each clause and agree to it. The final draft was placed before the public, and zoning maps stood in the Council Chambers for all to see. This was in June, 1958. Yet during our recent election campaign in 1959 there were charges made that no master plan existed.

In the municipalities surrounding Calgary a similar practise is under way—wherein the District Planning Commission is charged with preparing the zoning and writing the by-laws. But this must be with the co-operation of the local Councils and the full and final agreement of the citizens concerned.

It is here where the misconception is found. We ourselves—the ordinary citizens forget that we must also grow with our municipalities, and when we are unable to gain our own ends, motivated often by business, acquisition of money, or desire to enlarge our homes to the detriment of our neighbor's, we damn the planner.



Planning is not new. The City of Westminster in England has had planning by-laws for over 200 years. In this country it came with the Hudson's Bay Company and the C.P.R., when certain sections were set aside, and also with the signing of the Seventh Treaty with the Indians at the Blackfoot Crossing when areas were reserved for their living.

Nowadays planning only comes home to us when we either desire more than we ought to have, or wish to restrict our neighbors when we think they might encroach upon our "God-given rights."

I feel we should support our planners and stop treating them like naughty school boys or "grossly negligent" bureaucratic underlings. There would be chaos without them. They have studied to fulfill most exacting qualifications for an honorable profession, and I do not know one who is not dedicated to his municipality and the health, welfare and good neighborliness of the people he so richly serves.

Mr. Holloway - Thank you, Mrs. Dover. The report you have given appears to cover both the city and the district at Calgary. Let us discuss the report and if there is anything further to be added regarding the City of Calgary, we can call on Mr. Martin.

Mr. Cole - Having heard the interesting figures on the merits of the prepayment system, I would like to ask how it is possible to get this started under present legislation in small communities. The big difficulty seems to be to get this rotating fund going, because to get the prepayment system working in any community the people will find it hard, as we understand it, to install the initial services, the costs of which they will recover when the lots are sold.

Our experience has been that in smaller communities it is not practical to get the developer as such, to service the land itself, because the number of lots to be developed is too small.

Mr. Smith - There are developers who are prepared to make such an agreement. In the case of the Town of Okotoks, the Town itself had to expand the trunk system through the area. This was done on the basis that there already were subdivided lots at the top of the hill north of town to which they had to take utilities. At the same time they installed a new water tower. From that point on the developer is carrying all the cost within his area, and in addition, he is providing \$2.50 a front foot for every lot to be put into a fund for a further expansion of the capital system to allow for further extension. So the sum has been built into the town's account for expanding its system as development goes on.

In connection with the Town of Cochrane, there is a different situation there. The town actually purchased land and is progressively and outwardly, from the town itself, expanding into that area and is installing sewer and water from its revenue—shall we say, a block at a time. When they sell these lots they are recovering the cost of the utilities and the value of the land.

### City of Calgary

Mr. Martin - In my remarks today I was going to touch on this business of the prepayment of services and utilities on the part of developers of land and I had a few things organized in my mind and on which I wanted to dwell. I will take them in the order originally intended and I shall come to the method of our handling the contracts and agreements between the city and a developer of land.

The first thing I wanted to touch on very briefly is the City of Calgary Zoning By-law, how it has worked for the past year, and possibly draw a comparison between working under a zoning by-law and working under an interim development by-law.

The first thing that I would like to make very clear, when we are dealing with zoning administration, or at least land-use administration of the city, is that there is a distinct difference between cities like Edmonton, Calgary, Red Deer—in other words, cities which are growing very rapidly indeed and a city which is practically static. The rate of growth in Calgary may have levelled off slightly but notwithstanding that, I believe there

were a little more than 5,000 houses built in the city last year. Probably there won't be so many built this year, but it represents a substantial investment and it represents not only actual growth outward, and we find that as the city increases in size its land-use arrangements change too. There is pressure for land-use changes within the built up part of the city already, and if you have a zoning by-law, which is rather an inflexible instrument in the sense that it requires amending by-laws to change it, you are going to have a pretty unwieldy system for dealing with that situation.

The method of hearings has changed under the zoning by-law, it has been taken from the appeal board and it is now in council whenever a change in land-use by means of an amendment is necessary. I think one interesting feature of our new zoning by-law is that it makes provision for quite a number of conditional uses and in that sense provides for flexibility in land-use. In other words, it allows a certain amount of leeway for the planning board and the appeal board in making decisions with respect to land-use. I think that is one feature of the by-law which has tended to make it a far more real one than it would otherwise be. For if it were an entirely inflexible zoning by-law in the old sense, we would have quite a time of it because of the continuing growth of the city and because of the constant demands for land-use change within the built-up part of the city. I should add that, with respect to the new areas being developed, we have a special land-use category in the zoning by-law called "agricultural - future residential" use, which allows a certain amount of flexibility during the development period of areas within that zone and gives the planning board the authority, within that zone, to issue certificates for single-family and two-family dwellings but not for apartment uses.

With respect to land around the city which is being developed, we have had relatively little difficulty in administering the zoning by-law. I think that after another six months to a year we may have to make certain modifications to our procedure in dealing with applications for amendments or we may even have to change parts of the by-law.



One of the most important parts of the general plan for the city was completed and presented to council in June of this year, and that is our transportation study on which we had five years' work. Most of it was originally done in the planning department and then discussed with engineers' department and in its last stages it was examined by a special committee which included the commissioners of the city. The result of our transportation study was a composite work prepared by a number of departments, including the city commissioners, with all of us participating in the writing and drawings and so forth. I think one thing about the transportation study which I should mention is that it includes a five-year schedule which is a projection of those works which might, under the present rate of expansion of the city, be anticipated during the next five-year period, and of course that schedule is going to be used in the capital works programing from year to year.

I would like now to comment on the method of handling agreements with developers for development of land in the city. I would first like to refer to our general land-use plan and some of the further actual developments which have taken place in connection with it. In our report to the McNally Commission, we presented what turned out to be, in large measure, a tentative outline of the general plan of the city, in which we projected the future residential expansion which, even four or five years ago when the report was prepared, was based on the results of studies that were carried out jointly by the engineering and the planning departments as to the best locations and means of extending the utility system of the city, particularly the sewer and water utilities. The studies which were carried out at that time led, late last fall, to the letting of a contract for a sewage disposal unit which was to serve the entire south residential area which we projected and where we anticipate a large part of the residential expansion is going to take place. I mention that as an example of the relationship which has been evolved between public works planning and long range planning for future development.

Now, with respect to this matter of development agreements,

I have quite a few thoughts on this matter, but I am not going to mention all of them. We find that in The City Act there is no provision for the requirement of prepayment of utilities on the part of the developers and this is a problem that is sometimes of concern to us, but it has not yet led to grief. However, our opinion is that we have the Subdivision Regulations, made by the Province, which give fairly wide authority to planning boards, the technical planning boards in cities—to control the subdivision of land. The same is, of course, true for the District Planning Commissions.

In Calgary, the Technical Planning Board of the City is the approving authority for subdivisions. Assuming that a developer has bought a quarter section of land and he wants to develop it, first of all we need to consider in the long range development plan whether it is a plannable area which can be developed this year and is within easy reach of utilities. If so, the development can readily be proceeded with, but if it is within the projected development area for the succeeding year, then the subdivision application is considered by the Technical Planning Board. The developer, at the same time, gets together for tentative discussion with the development committee. The development committee works in step with the Technical Planning Board. In the long run, the developer voluntarily enters into agreement with the city. It is only when this agreement has been reached that the planning board will produce a plan of subdivision.

It probably would be better to have specific legislation enacted and placed into The City Act for this control, but although we have a little uneasiness about the matter sometimes, right now it is working out all right.

Now, the other aspect of development I would like to discuss hasn't got so much to do with development agreements, it has to do with the kind of development we are getting and this can get into such a long discussion that I am just going to mention a few thoughts that I have on it.

As far as urban-type development in Calgary is concerned,

I think the new densities are 12 to 14 persons per acre. Mr. Smith mentioned a figure of about \$1900 for services and utilities associated with the development of one residential lot. I think that we can come to the next conclusion that if we have twice as many people per acre of land and the same length of pipes, etc., you would have each householder paying about half for the services of what he is paying under the present system. Now, there seems to be a combination of circumstances that tend to determine density. I do not think any of us can say whether 12 persons or 14 persons per acre are good or bad in the final analysis will come down to us to what each of us can afford. But there is the desire of people to live in their own homes, and the only way that we can see for people living in their own homes now is to have a row of identical little bungalows side by side going on for a considerable distance. There is the tremendous advertising going on all across the country in national magazines, pointing out how nice it is to own one's home with all the wonderful features that the advertisers wish to sell. Finally, there are the lending policies of the Federal Government under The National Housing Act. The fact that mortgages are going to be subscribed by Central Mortgage and Housing and that they tend, at least in this part of Canada, to concentrate on lending money for individual bungalows, has driven up the cost of supplying these various central services for our home.

That, Mr. Chairman, is about all I would like to say in the development of Calgary.

Mr. Holloway - On that last point with reference to the cost and servicing of residential lots, do you find that there is a tendency for land prices to rise as the city expands?

Mr. Martin - I think the price of land has gone up, but not much in the past two years. There are now 5 or 6 development companies working in the city—all dealing with the same market and that has a breaking effect on the price of land.

The figure of \$1,500 to \$1,900 for each serviced lot, mentioned earlier, includes a paved street, curb, gutter and sidewalk,



a gravelled lane, water and sewer. Gas and electric light are, of course, paid for out of rates. It includes ornamental lighting and storm sewer. If a main is required to go through a residential subdivision, the city assumes the oversize—in other words, the difference in size between what is actually required to service the subdivision and what the city requires in addition to serve future subdivisions further along.

Under the 1957 agreement the City of Calgary assumed half the cost of the surface services for schools and public reserves, while the developer paid all of the cost of the sewer and water. Under the 1958 agreement, public reserves servicing costs were entirely borne by the developer, but those for schools were born by the school boards. It is our intention in the 1960 agreement that all the services in a particular subdivision be paid for by the developer and ultimately by the users.

In residential areas most services are put in on a prepayment basis in Calgary. However, in very small areas—say half a block or so in size—the city puts in the services under a local improvement by-law.

A general discussion followed on the prepayment method for local improvements. Several delegates raised the question of rapidly expanding smaller cities where improvements were originally paid for out of general taxes, whereas now, on the fringe areas, they are being financed on a prepayment basis. Thus, people who lived in the central city and move out onto the fringes are required to pay twice for their services.

The question was then raised as to whether there is actually unfairness as between the new areas where services were on a prepayment basis and older areas which paid for them on a front-foot basis.

Mr. Cole pointed out that in areas where services are prepaid, the homeowners will also be contributing towards the general benefit for an entire area. On the other hand, as far as the old areas are concerned, they must realize that the new area will be helping to pay off the debt connected with their services.

Mr. Marlyn raised the question of design in housing and neighborhood layout. He felt that many problems arose because not enough work has been done on improving designs.

Mr. Martin felt that it was a question of bringing good housing design into subdivision, that it should somehow be possible for the ordinary man to obtain professional advice on these matters. Planning staffs, as a rule, do not have the personnel who are qualified to undertake all phases of design in laying out a residential subdivision, where architectural design, engineering knowledge and site design are all elements of the process. We have not reached the stage of designing buildings with the land on a large scale. "However, I think you have to work from both ends. The financial policy of the Federal Government has a great bearing on housing. It would all have to be directed at the same time because all the designs in the world are not going to help when there is money available for this and not for that. If a contractor is going to make more money by building single-family houses, he is not going to build row houses or apartment buildings, and if the money were available you might find competition getting into the design stage."

Mr. Clarke expressed his concern over the misconceptions which appear to exist regarding the status and powers of planners in the minds of various persons occupying positions of professional and administrative responsibility. He felt that the commissions, as employers of professional planners, should take note of this situation. While planning officials should examine their own conduct and see if there is anything in their attitude towards the public that would justify criticism, they should also try to put the public in proper perspective as to the status and powers of the professional planner. At the same time, Mr. Clarke felt that when a member of another profession attacks the planning profession with wholesale imputations of improper conduct, the planning profession should take steps to defend itself.





## C H A P T E R VI

### THE MEDICINE HAT DISTRICT PLANNING COMMISSION

(J.E. Holland, Director)

After the very formidable addresses given by Alderman Mary Dover and Mr. Martin, I think that Medicine Hat may appear as rather a country cousin. As you know, we are 400 miles from here and the chairman of our Commission, Mr. Osborne, has asked me to tender his apologies to this gathering for his inability to be here today. His wife has taken extremely ill at the very last moment, that is why he is unable to attend.

The terms of reference for a report at this gathering which I got from the director asked the chairman to give an outline of planning activities by our Commission to date, I am sorry to say that that is somewhat difficult because the mortality rate among planning directors at Medicine Hat has been rather severe in the last four years. In spite of what some people may infer from the press, I do not see any evidence of any of them retiring as rich ranchers or taking shares in new oil wells and so on, but rather, you see a broken-down tired-looking creature who finally packs his kit up in his car and takes his holiday pay for the last three or four years, when he never had a holiday, and goes back east.

I will try to give you first a little background information. After the Sioux and Blackfoot settled down and ceased their war-like activities, there was a period of comparative calm in Medicine Hat for 50 years or so until the planning commission was constituted in 1954. It has had a fairly stormy life ever since. There are reasons for that. The area of this commission extends for about 2,500 square miles, east of which we look into Saskatchewan and see nothing. We have 20,000 people in the City of Medicine Hat and our area includes a number of smaller towns.

When a new director arrives in Medicine Hat, he finds that

he is invited to take up quarters in the City's offices which he is very pleased to do. After a while he finds that he is assisting the building inspector, then he is assisting the city engineer and before long he finds that what he is mostly doing is work for the various city departments. Now that isn't because the city administration is made up of ogres who are trying to wring the last dollar out of the province's planning grant. It is because they have not got a proper understanding of district planning. They feel that the director is their town planner and he is referred to as such and after four years they still tend to think that way. Consequently, the amount of survey and analysis which has been done by our commission from a district standpoint is, I am afraid, rather limited.

This identification of the commission as a city department I've commented on a little jocularly, although there is certainly a very great element of truth in it. I am pleased to say the commission is now beginning to operate within its proper terms of reference, namely the furtherance of planning affairs on a district-wide basis. The City of Medicine Hat is, of course, our preponderant urban unit and it might be thought there is not much else in our area. However, the city is not entirely isolated. We have got certain complexes around us—the United States of America to the south and Lethbridge is not much more than 100 miles to the west—we are not entirely alone and in the intervening spaces there exist several communities that show promise of further growth.

In dealing with the City of Medicine Hat our cardinal problem is essentially that of redevelopment. Any of you who know Medicine Hat know that there is simply nowhere that the downtown area can expand. It is hemmed in by the Saskatchewan River to the north, the railway tracks to the east, the steep slopes of the high ground to the south and the best urban residential area to the west. One way in which we are proposing to overcome this is by means of a main line diversion of the Canadian Pacific Railway tracks from the central city area, which, if affected, would release about 100 acres of land which is in contiguous relationship to the downtown business area and would provide about

eight city blocks for new commercial development.

Another cardinal factor in dealing with the future growth pattern for the city is the protection of the trans-Canada highway, which at the moment is threatened by a whole series of highway commercial development on either side including all vantage points on the clover leaf. For obvious reasons, it is undesirable that this major roadway across the city should become congested with local traffic, and so the plan will aim at stopping urban subdivision along its northern boundary.

I think one of the reasons why Mrs. Dover's speech and Mr. Martin's were so interesting was the fact that they spoke at some length on the question of economics in planned development which is something that the smaller councils will probably find difficult to understand. This is possibly because there has not been planned development in the way we understand the development process, which can, of course, accrue value to land by setting it aside for certain specific use. But that is recognized in the City of Medicine Hat, possibly in a very materialistic sense. It is realized that when certain land has been developed, the adjoining land has accrued or has had attracted to it a development value from the development which took place on the first piece of land and that its market value has thereby been increased. The City finds itself in the position where, by realizing that enhanced value in two recent transactions, it now has 100,000 dollars in the public exchequer which was not there previously. That, of course, the Mayor, Mr. Harry Veiner, who is a very fine person, finds very gratifying, but perhaps he doesn't yet realize that certain committees, the recreation committee, the parks committee and so on are all hoping to get a portion of this \$100,000 set aside for some of the things which are very badly lacking, such as the provision for children and so on.

A rather peculiar situation in the City of Medicine Hat, which I have not come across before, but I think it may be fairly common, is to find very large areas of land owned by the city which is being sold to individuals. To date land has been sold by the city for \$25.00 a foot or \$1,250 for a building lot, which



is expressed as the cost of the services. I think they had to go to our good friend, Dennis Cole, in order to get those figures in the first place. That is how land has been recently sold, but now they are deciding to give it its development value, and to set higher prices accordingly.

Dealing with the staff of the commission, there are two people on it, Miss Weisback and myself. I would like to pay Miss Weisback a compliment in front of this body because she has been with the commission for four years consistently and you can realize that a continuity of understanding of the work which can be given or held by an officer who stays in the commission for that time is worth a very great deal indeed. We have not enough money to be able to carry out any special studies. We would like to have topographical surveys done for all our member municipalities. We would like to have aerial mosaics for special studies and, in the case of any worthwhile redevelopment proposed, we would like to have models made and so on. But we just have not got the money because the commission's revenue on a per capita basis from the municipalities has been unchanged for four years. As the Minister said this morning and as has been said by other speakers since, the matter of trying to see the idea of planning is now probably all important.

I have mentioned that all our members are planning under interim development powers and we know that that is so much more flexible provided, and only provided, that the planning policy of the council or of the town planning committees which are appointed, is consistent. I think that there should be a development officer helping those councils to administer their by-laws. Of course, again with only one professional person on the commission's staff it is impossible, particularly when all councils have their meetings on Monday nights, to be with all those councils at the same time. We have one recent new member to report—the Town of Irvine. It is a little settlement of only 200 people but it has now received, to its joy, the news that the new Highway 41 is going through within two miles distance, and we hope that that will reflect favorably on the town itself.

I apologize for not having a prepared report, but I had expected that our chairman would be here to present one and I would ask you to take it as no mark of disrespect that I have been speaking off the cuff.

Mr. Holloway - Well, I think, ladies and gentlemen, that it is evident that Medicine Hat has its special problems. There is one question I would like to ask Mr. Holland. It is probably a fairly stupid question and that is, how do you arrive at development value when you are pricing new lots in the areas that are going to be developed?

Mr. Holland - As has been said by Mr. Martin, land will only fetch a certain price in the market and it has a ceiling. There is a group abroad in Medicine Hat now who are trying to sell land by public auction which they hope will establish a level price for land. The only preserviced lots in Medicine Hat would be in the vicinity of the new hospital subdivision where the city will be putting in services in advance. In the case of privately-owned land which is not serviced, there are about 30 building lots which are being auctioned off. The city has put an announcement in the paper telling people that although they may buy these lots, the city can give no guarantee when they will be serviced. In consequence I find it a little bit difficult to answer your question as to how the market value or development value is arrived at for each lot because there are so many factors. I think it is really a matter of the desirability of one site as against another. The city comes back by saying. "Well here is privately-owned land which is serviced and is in an area which is, shall we say, 75% developed and they are receiving \$20 per foot frontage for their lots so therefore we will charge a comparable price because there are so few of these lots." The Council, instead of selling a piece of land for \$20 a foot or less amount for a commercial undertaking and then, when the area develops, selling the remainder also at \$20 a foot, has regard for the development which has taken place in the area, and sets a higher price for the remaining land which is more consistent with its market value.

Mr. Shackelford - I would like to ask you what you think of auctioneering. Does it establish a fair market value? I am asking you the question because I do not think it does. In relation to the price paid for his lot by the man who has that cost covered by a mortgage, the cash prices paid at an auction sale may be much higher. So I don't see how it establishes a market price. It might establish an unfair price. The same group that is at Medicine Hat is trying to get us to do the same thing. All that is to be gained by it is that some auctioneer will get his commission out of it.

Mr. Holland - I agree that all it does is establish a market price at a higher level. No one in the city is advocating that auctioneers get a good stake out of it. I should perhaps clarify this point—in the City of Medicine Hat a person may buy only one building lot and there is a requirement that he commence building operations on the land within a period of 6 months. That has worked reasonably well all the time that the demand for homes has been so limited, but more recently the city has been selling whole blocks to construction companies and putting the services into a whole block.

Mr. Martin - As far as development or market values are concerned, with respect to the mass number of lots, the competition between the developers and the capability of individual buyers to buy these things, on the large average scale, is going to set a more or less standard figure which can be taken to represent either market value or development value. The price is what the market can bear, in other words.

Mr. Cole - Isn't it true that there are two factors which have not been mentioned which determine where you price yourself out of the market. One is the lending value set by Central Mortgage and Housing Corporation. If your price of land becomes too high, the portion of the purchase price of the house included in the down payment can become excessive. The amount which is lent is laid down for each community according to its population, so this will definitely be one limiting factor. The other factor—one which horrifies me who have always been interested in the finan-



cial aspects of subdivision—was made apparent in a very long article which appeared, I think, in the Civic Administration magazine. The article boasted that due to the lack of serviced lots in Winnipeg they were able to auction off city-owned land and get \$90 a front foot for it. Now, to my way of thinking, that is a thing to be ashamed of, not proud of. It is true that if there are hardly any lots available the amount that people will pay for them is bound to go up, and that is the law of supply and demand. My feeling was that this was an admission of failure on the part of the municipality to provide an adequate number of serviced lots to meet future needs. These two factors—the Central Mortgage and Housing Corporation regulations, and the availability of sufficient serviced lots are the two deciding factors on the limit which people can pay.



## C H A P T E R VII

### THE OLDMAN RIVER DISTRICT PLANNING COMMISSION

(Alderman R. Turner, Chairman of the Commission)

Before I give our report, I am going to take the liberty of making a few comments about some of the statements I have heard today about planning and planners.

A statement was made that the responsibility for things done comes back on the elected members, therefore you boys who are being paid to do the work must watch your step. Now, I want to disassociate myself completely from that, I will have no part of it. In the first place, I think that as professional planners your reputation is worth more to the public than whether I get elected to the council for another two years or not. It is the planner or the builder or the architect who is primarily and finally responsible if the bridge collapses or the highway intersection causes many accidents or if other things go wrong in subdivision design, and so on. It would be a great deal of gall on my part to say that I am responsible or bear the final responsibility for what the planners do in Lethbridge.

Planning disturbs politicians, it does not disturb statesmen. Politicians think three years ahead; statesmen and planners think twenty-five years ahead.

Then there was the matter of the poor little land-owner. Now, this could be part of my report, too. Lethbridge has its peculiar problems which apparently none of the other planning commissions have. All of the desirable land in Lethbridge has been for many years subdivided into 5-acre plots. We have other lands which were not so desirable, so speculators have moved into the desirable areas and in our subdivisions, which are practically always replots of 5-acre parcels, we are always dealing with speculators. I have yet to see the poor little land-owner get hurt, but I have seen many speculators take the city for a pretty good ride. I



would say that wherever there was a danger that an individual land-owner could have been hurt, he would always be able to get redress from his elected city council.

Public relations, we are interested in that. Everything that the Hon. Mr. Hooke said illustrates the need for public relations from the Cabinet down. Another cabinet minister who met with us at Lethbridge recently remarked to me, "Surely you do not expect that the planning commissions are going to locate highways!" I had thought up to then that district planning commissions would have been asked to have a little say in the location of highways. But this, of course, illustrates nothing more than the fact that we need better public relations, and I would like to say that in public relations, don't condemn the public. We people in the public have no anti-planning feeling, but you cannot expect people in Alberta to just lap up planning and welcome it and say it is wonderful. The acceptance of it has to be a gradual process.

Your enemies are not the public at large but other professions, notably the legal and engineering professions. You are a nuisance to engineers, and you are a nuisance and also a fee-robbor of the legal profession. When you do a replotting scheme which redistributes 10 five-acre plots among different owners with no expenditure on legal fees, and then figure out what the legal fees would be on 10 five-acre plots redistributed among different owners, individually, including law-suits, you can see that planning may be very beneficial to the poor little land-owner. Well, someone needs to say to other professions that we are established, we are here and here to stay. Now, let's just get along and not step on each other's toes.

The Lethbridge Planning Commission was gazetted in November, 1955, as an approving authority under the Subdivision Regulations. It was formed to control the fringe area around the City of Lethbridge and around Coaldale, a nearby town. The City and M.D. No. 25 which surrounds the City, as well as Coaldale were the original members. The staff at that time consisted of a director and one assistant. Our budget was about \$13,000 and

the city contributed \$4,500, the M. D. \$1,000 and Coaldale \$500. Our salary bill was \$6,700.

Until the middle of 1957 the commission concerned itself with routine matters and gradually became established as an important factor in local government. We took the first steps toward the general plan for the city and interim development for the three member municipalities. We lost our director early in 1957 and we gained a new member, the Town of Picture Butte. In the middle of 1957 we started a new era. We secured our new director, Mr. Clarke, and he is somewhat of a ball of fire, which appears to be unusual among planners. We also began to think big and our special contribution to planning is going to be regional planning. Now, this is not so feasible where you have a huge city with a population around it smaller than the city itself, or in an area containing perhaps three or four towns or small cities with an area around them which is much bigger than they are. Lethbridge is in the fortunate position of first being set in the corner of the Province where it is somewhat free from encroachment. It can only be encroached upon on two sides and it will probably take the City of Calgary a little time yet to get down to Nanton. We have about half of the population of this surrounding territory. It makes the City of Lethbridge a natural centre for this region. The region is rich, there are very few major problems either in the city or outside the city, so we have this regional concept and we are hoping to do big things. The name of our commission at that time was changed to the Oldman River District Planning Commission since we are the drainage basin for the Oldman River.

The fact that speculators controlled large areas of land around Lethbridge led to a considerable amount of domination of planning through city council by speculators. This vicious opposition to planning was met, however, by considerable skill, strength and by the developing community pride and responsibility. The city and its neighbors started to think of this new regional pattern where we could work together for the benefit of all. We put on a public relations program. We published a pamphlet on planning in the region. We had a dinner to which we invited members and non-members from our region. The whole idea of a region—the

regional concept—was spread through our district.

Now, I can briefly sum up our history since then. We have now as members the City of Lethbridge, the Towns and Villages of Coaldale, Nanton, Picture Butte, Fort MacLeod, Taber, Pincher Creek, Raymond, Nobleford; and the M. D. of Lethbridge and the M. D. of Pincher Creek. We expect in the near future to have Coleman, Cardston and Blairmore. This will be a powerful aggregation of communities.

Our staff has increased from two in 1957 to seven today, and we are now advertising for an additional planner and draftsman. Our proposed budget for 1960, compared with the \$12,000 in 1957, will be about \$65,000.

This summer we moved out of the City Hall into a converted school across the street provided for us by the City, which has over 2500 square feet of excellent accommodation which was partitioned and furnished to our specifications.

General plans and interim development for our member municipalities have been steadily going ahead. The city's general plan is a big job which is well under way.

We, of the Commission, feel that our planning staff is a good one and we now pay tribute to them. Mr. Clarke has built up a real team. We feel that we should back them up in order that the skilled work that they do will be understood and accepted by the public. I am hoping that the dinner which we had last year will become an annual one and that this pamphlet which we started with will be expanded to spread much more information around our district. We are hoping to stimulate the acceptance of planning as a profession and the results of planning as a necessity for our community. We are hoping to encourage the regional concept and the desire for a living area outside the home as attractive and desirable as that inside the home, and thirdly to develop and make acceptable the concept that controls established by the people and administered by the people are not restrictive of freedom but, in fact, are the only method in democracy for maintaining and increasing freedom.



In conclusion, the Oldman River District Planning Commission realizes that the final judgement of the people will depend upon our physical accomplishments and we are prepared to face the future and work hard and intelligently to produce the things that the people of our region will be proud of.

In response to a question, Alderman Turner stated that the area presently embraced by the Oldman River District Planning Commission extends to the British Columbia boundary on the west and the United States on the south. The Commission covers an area of about 13,000 square miles.

It was mentioned that there are two large Indian reserves in the area. The Commission has started action to try to co-operate with the Indian Agencies and give them free planning services. This proposal has been tentatively agreed to.

Alderman Turner felt that the most important thing that commission members could do was to act as a liaison between municipal governments and the professional planning staffs. Public relations, while very necessary, would be second in importance. The function of commission members should be to discuss the recommendations of the planners, to accept, reject or amend these recommendations and refer them back to the planner. However, no commission member should go to the extent of telling the planner what he ought to do.

Mr. Biilmann asked whether, in view of the statement that the planner really had the responsibility for the decisions which were made, should this responsibility include advising the commissions as to the consequences of their decisions or possible alternatives.

Alderman Turner replied that he meant that the final responsibility was the planner's. If the planner produced a bad subdivision, for example, for as long as it lasted—it might be for a hundred years—it was not going to hurt a political member of a planning commission. On the other hand, it would always hurt the planner who was responsible.



Mr. Biilmann agreed with this and went on to emphasize the fact that the final decisions were made, not by the planners, but by the district planning commission members. It was the planner's responsibility to provide as much information as possible to the commission members, but not to make the final decisions on the actions to be taken.

Mr. Holloway asked the Oldman River District representatives whether there was any marked development and urban growth taking place outside of the City of Lethbridge.

Mr. Clarke replied that considerable development was occurring in the areas around Taber and Pincher Creek. The Town of Pincher Creek was situated close to two large gas fields in the foothills area. These were presently being partly exploited and the potential in both of them was very extensive. The commission was hopeful that the iron ore and coal resources of the area would be exploited in the near future to form the basis for the development of a steel industry.

Mayor Shackleford of Lethbridge told the group that the idea of planning was spreading through the Commission's area. More and more people were bringing their problems to the commission because they were beginning to realize the benefits of planning.

In answer to a question regarding the evolution of planning in the Lethbridge area, Alderman Turner expressed the view that it was better for a new area to start its planning on a small scale, rather than on a large scale. In the case of Lethbridge, planning started with one problem—the fringe area around the city. District planning required time to settle down and become accepted.

The subject of planning as a profession came in for a considerable amount of discussion. It was agreed that, while the planner was often considered as a professional and doing professional work, he did not, in reality, have professional status. It was suggested that qualified planners should take steps to license themselves through an act, similar to that which governs such

professional people as lawyers, doctors, engineers and architects. It was pointed out that such a step had been taken by the professional planners in British Columbia.

Mr. M. Perkins of Grande Prairie said that considerable growth was taking place along the highway to the north of that city. A problem arose in this connection when it was discovered that the County had not been taking any public reserves out of the land being developed. Much of the development in this area was commercial or industrial. In a residential district these public reserves were used for park or school purposes. Mr. Perkins wondered about the need for such reserves in commercial and industrial districts, and mentioned the possibility of their use for truck parking. Was this, he asked, a function of planning?

Mr. Turner replied that in his opinion, it was. He stated that in a suburban shopping development the ten percent public reserve required would be used to advantage for parking purposes. The public reserve might be more valuable in a commercial or industrial area than anywhere else. Not only this ten percent would be required for parking but an area's building restrictions would also provide for it. Libraries and other public buildings could be provided for in such areas from public reserves. A public reserve fund could be initiated and the money used to purchase land somewhere else. Mr. Turner went on to mention a case in Lethbridge where, because of the high value of land in a commercial area, the land was exchanged with the developer for six times as much in a residential district located in the same general area. This provided a sufficient amount for the building of a school.

Mr. F. Marlyn suggested that the Act respecting public reserves was not too clear and many problems had arisen because of this.

Mr. Holloway remarked that the Provincial Planning Advisory Board had been reviewing the public reserve regulations for the last two years and had not yet been able to evolve requirements that it considered generally satisfactory.



### III PROBLEMS AND CONCLUSIONS

#### C H A P T E R VIII

#### PLANNING—FOR WHAT?

(Dr. William C. Wonders, Professor and Head,  
Department of Geography, University of Alberta)

The Alberta Planners' Conferences sponsored by the Town and Rural Planning Branch of the Department of Municipal Affairs, are most worthwhile meetings in which we, at the University of Alberta are pleased to participate. Many disciplines and departments share an interest in planning, but geographers, it seems to me, have a particularly vital interest. Dealing as we do with the surface of the earth in all its variety of physical and cultural features, we constantly are seeking to define, to describe, to explain these diverse patterns. In this the map is our prime tool and the region is the frame of reference within which we customarily work. While a regional approach is used by almost every discipline it usually applies only to the one particular feature with which that discipline is concerned. This is only one strand of the fabric for the geographer who seeks to recognize and analyze the complex interweaving of many features which result in the emergence of a recognizable region—an area with distinctive character. The Alberta district planning commissions which you here represent, are ample proof of the real importance and value of the regional approach to planning.

Every member of the Geography staff at the University has participated in planning activities in widely distributed parts of the world, and in a variety of applications. We plan on giving increasing attention to the vital field of planning, both in an attempt to awaken further awareness of the responsibility for public participation amongst tomorrow's citizens, and to help provide some of the future staff in the professional field. As proof of this I mention that our newest appointment to permanent staff, this fall, Professor P.J. Smith, comes not only as a professional geographer, but also professionally qualified in planning with practical experience in the field.



In my remarks so far I have stressed the role of the professional in planning. Let me here acknowledge the equally valuable, indeed indispensable role of the informed, interested non-professional. Effective planning requires that the latter participate actively in the program, bringing to it the viewpoint of the public at large so that the ultimate product will be as satisfactory as possible from both points of view. The fact that many of the delegates to this planning conference are of this "non-professional" group is an encouraging sign. The organizers of the conference are to be commended in their encouragement of a wide participation by the varied members of the district planning commissions. The non-professional delegates are to be commended in their active participation. Unless the citizenry is prepared to assume responsibility in such matters it can not complain that the professional planners by-pass the public generally and operate on an unrealistic and airy plane. Public participation must be informed participation however. I fear that at times what is passed off as "public interest" in planning is simply selfish individual interest for private gain. If you can awaken a sustained interest in sound planning amongst the inhabitants of your local districts you will have made a major contribution.

In your proceedings to day you have been reviewing the development and growth of planning in Alberta. You have been learning of the problems of districts other than your own. I know that you are finding some of these are similar if not identical with your own, and others are peculiar to the particular districts involved. This exchange of information and views can not but benefit all participants. New approaches and ideas, gained at conferences such as these not only stimulate a much increased activity when you return to your own districts, but may well help solve some of your local problems.

I should like to suggest another aspect of planning which should be in the minds of all of you. This is the over-riding question of what is the aim of planning, both generally and in the case of each district and each member of a planning organization. Whether you are a professional planner or not, surely you should frequently take stock of your position. What are your

goals in planning, how important do you consider them, by what route or routes should you be striving towards them? Effective planning requires more than periodic participation in conferences or the administrative creation of a planning agency. Without aims, planning is a rudderless ship. Without financial support and trained staff, without real means of enforcing policy, planning is without engine and fuel. As such it drifts, back and forth with the whimsical winds of pressure groups, now administrative, now public opinion. The structure is there, and to the casual glance it may appear a sound, solid vessel, but sooner or later it will end up on the rocks, or a particularly violent storm will send it gurgling to the bottom.

We in Alberta have been unbelievably fortunate in our endowment with natural resources. Land, foodstuffs, forests, minerals, have all been supplied in such generous amounts that our only concern often seems to be to dispose of them, to unload some of our surplus. We live in increasing comfort and demand constantly more amenities. The "pioneer fringe" of which we heard so much 20 and 30 years ago, is still present in Alberta (where still over half the Province remains almost untouched by man) although in an almost unrecognizable form in terms of the relative attendant hardships of today compared with yesterday. Many geographers visiting me from other parts of the world find their preconceived concepts of the "pioneer fringe" rudely shaken if not demolished by their field observations.

That we have still so much untapped potential, that we have in our limited development so much surplus to date, are luxuries which few other parts of the world share. Although the world map shows large areas still uninhabited most of these have adverse geographical characteristics which probably will restrict any appreciable increase in population there in the future as in the past. We live in a finite world. The secrets of the "last continent", Antarctica, buried under ice though it is, now are being probed by large numbers of scientific teams. Eleven years ago I participated in the establishment of the first "permanent" white settlements in the remote islands of the Queen Elizabeth Archipelago in the Canadian Arctic. Today, the same area is blanketed with

oil leases and helicopters flit all over the islands with field parties. Our advance has thrust us into the threshold of space, yet the world itself must be regarded as the major base for human life for the foreseeable future.

On that world we find that man continues to increase in numbers at an amazing rate. At the World Population Conference in Rome in 1954 it was estimated that there were 350 million people in the world at the start of the Christian era. By 1700 there were still under 500 million. Since then a veritable population explosion has occurred, with today about 2,800 million people in the world. In other words, world population has increased five times in the past two hundred and fifty years, and there is no sign that this is levelling off. Every day there are an additional 120,000 more people in the world.

I do not intend here to speculate on the ultimate future of man in the world. The same Conference predicted that by the year 2000 (just forty years from now) there will be probably 5,000 million people in the world. More recent estimates raise this closer to 6,000 million. It means for us in Alberta that the problem of our surplus resources will be solved, partly by local growth of population, but more by the insatiable demand for those resources in other crowded parts of the world. We still probably will be a "have" area compared with the "have not's", and the disparity will become all the more glaring. Only if we can prove our wise stewardship of these resources can we expect our rights to them to be respected by others. This demands a long range planning policy.

Equally important for the Alberta resident will be the immediate conditions in which he lives. Whether or not we still can afford the luxury of a "pioneer fringe" along an undeveloped part of the Province, it is evident that increasingly we shall be living in cities. This trend has been going on in Canada for over a hundred years of course, though much attention has been given to it only recently.

The continued urban growth will create critical problems



which should be increasingly the responsibility of the district and province rather than of the city alone. The old urban boundaries, established in a horse-and-buggy era, and extended haphazardly from time to time, no longer define the urban areas. Land is constantly withdrawn from the agricultural hinterland for the physical expansion of the city. The same expansion demands increased foodstuffs to support the population, accessible recreation facilities to relax the urban dweller, highways to enable him to visit these facilities or another city and to enable the rural dweller to visit the city and utilize its services. In short, the regional inter-relationships are becoming of even greater significance. Unless the district planning commissions are prepared to take strong leadership in guiding the development along sound lines, confusion and turmoil can result. To establish these sound lines requires considerable fundamental thought on the ultimate aims and objectives of planning. Obviously there must be overall coordination on a provincial level so that the various district segments work together cooperatively. Conferences such as these are most useful and in future their need will increase further. Yet even with coordination and cooperation, indispensable though they are, there can be no real success unless there is an awakening to the indispensable need of planning and a well thought out blueprint of overall direction.

Planning is something which many people, and I fear even more governments, approach with reluctance. Yet in our finite world it is increasingly essential. The only alternative is chaos, and costly chaos at that. Moreover, it is not sufficient for any organization, whether government or even academic, to establish a planning framework but thereafter only to pay lip service to it. In so doing only a futile hulk has been launched on the sea of reality. Yet how often does one find that planning agencies, once created, are left with too little funds and too little qualified staff and too little legal teeth to really accomplish what they should. It has been my common experience in discussion with planning officials to find that under these conditions they are only able to keep up with the day to day "routine" demands or are called upon for guidance only as a last minute gesture. Without complete support in all the aspects cited, we have no one to



blame but ourselves if the planner can not help us as he should. To plan requires time, staff and funds to undertake research which at the moment may not seem pertinent to the layman. It requires continuity of effort along the lines recommended, and not the bewildering variety of "modifications" and "alterations" which frequently are appended to or detached from a well-considered plan. In short, if we are to see Alberta grow along sound lines, surely a sound planning policy is one of our most worthwhile investments. It will pay for itself many times over.

## C H A P T E R IX

### PROBLEM CLINIC REPORTS

#### PROBLEM CLINIC No. 1—(Dr. J.W. Chalmers)

Highway Development - The clinic discussed this from the standpoint of traffic safety at night. The wide separation of lanes travelling different directions would eliminate the problem of light-glare in night driving. However, this is not possible in many cases. Another suggestion was that the color of the road-surfacing material might be studied. Lanes going in opposite directions might be screened from one another by trees and bushes. This, on the other hand, might cause snow to drift onto the road during the winter.

It was the opinion of the group that there was little co-operation or contact between Planning Boards and the Department of Highways. There are exceptions, however, in some areas where the Highways Department works in close liaison with the municipalities. This is, however, not direct liaison between the Highways Department and the Planning Commissions. Improvement of liaison should be encouraged and worked towards. This could be done through the Planning Commissions taking the initiative.

In dealing with the question of development along highways it was pointed out that there are certain places along main highways which are suitable for commercial development and some which are not. When areas are zoned commercially the price of land undergoes a considerable increase, making it difficult for some people to get into business. These people then approach the Commissions to have other areas zoned commercially. If that is done, they are often inferior to those originally zoned for the purpose. This is a difficult problem, one for which there probably is no one solution.

Mr. Crisp made one suggestion that when areas along high-

ways are re-zoned for commercial purposes, as many owners as possible be involved in the re-zoning. This would give rise to the element of competition and make it easier for a prospective buyer to purchase land at a reasonable price than when only one owner is involved. This, of course, is not always possible because some land owners own great stretches on both sides of the highway and they have really a monopoly.

Provision of public services - By provision of services, we understood the question to be that of financing such things as water, sewer, boulevards, sidewalks, lighting and so on. There seem to be three ways in which these services are financed. First, by a general tax on the municipality as a whole, whereby you pay for the services whether you get them right away or not. Secondly, by a foot-frontage or local improvement tax, which repays the debentures or the money that was used to pay for services in the first place. Thirdly, the method of prepaying these utilities. A lot of the discussion centred around this third method. Determination of cost was a factor upon which some time was spent. An example was cited of a thousand feet of main being extended from an urban area into a new development. Should this extension be paid for by the new development or by the urban area as a whole? The answer seemed to be that it should be paid by the developer, if you can get it out of him. What happens if the intervening thousand feet are infilled between the new development and the source of the main? In some cases, there are arrangements whereby the original developer would get a rebate on the cost of the main. This doesn't always work out the way it should, because in the meantime the original developer has sold all the lots or buildings or homes and the cost has gone into the mortgage that the ultimate purchaser has taken on. In such a case, the rebate would constitute an extra profit to the developer.

The same kind of a situation may apply on a boundary road—a road around the periphery of a new development. The total cost of this may be levied against the whole development—not just against the lots fronting on it. Then, if another subdivision takes place on the opposite side of the road the new developer pays half of the cost. The original developer has paid all of the

cost, so he gets a rebate on it and this is, of course, again just extra profit for him.

The provision of mains seems to be one where there is room for bargaining between the municipality and the developer. How badly the municipality wants this new development and how astute a bargainer the developer is, affect the amount which is paid for the provision of these services.

Considerable attention was given to the provision of services on non-revenue producing frontages like schools, hospitals and parks. It was suggested that in an entirely new community that has an elementary school in the middle of it, which is used only by the community, the cost of the services around the three sides of the school site should be borne by the whole community, which might add about \$30 per house on the average to prepaid utility costs. On the fourth side, probably the cost should be levied against the School Board itself.

This group was strongly opposed to enclosing schools, parks and other areas by back yards. While this would be less expensive for the community, it is felt that the people whose park or school it is have a right to have a look at it. My own feeling is that the school site should be so chosen that the frontage which has to be serviced be an absolute minimum commensurate with the provision of school services to the community to be served. In the new town of Swan Hills there is a site where a couple of ravines run together to form a "V" and I suggested to the authorities that this would be a good location for a school, where only the front would face out towards the community and require servicing.

This matter of who pays for services which front on public property seems to be a very complex one, which is solved in many different ways in the communities of Alberta.



## PROBLEM CLINIC No. 2—(Mr. J.B. Gee)

Small-holdings and Country Residences - We had a general discussion on the various aspects of development outside of urban areas and most of the time was spent on the matter of small-holdings.

Firstly, the reasons for small-holdings. One of the matters that was considered of some importance was that lower land costs in rural areas gave an opportunity for people in the lower-income bracket to own their own homes. Secondly, the building regulations generally are less restrictive in the rural areas and people could quite possibly build in a rural area comparatively cheaper than they could in an urban area.

Another point was that in a rural area, due to the lack of restrictions, you can quite often build a house yourself and therefore save the contractor's fee in building and also, it might be spread over a period of time—it might start out as something quite small and over a period of years be built up into a proper dwelling.

Another point was the possibility of speculation, where a person might be able to go out in the rural area and purchase an acreage and if it is close enough to an urban area, there is a fair chance that in time there will be a further opportunity for subdivision and a considerable unearned increment could be obtained that way. Another point was the provisions of The Veterans Land Act that enable people to settle on 3-acre parcels. Many veterans have done this, encouraged by the fact that they can qualify for a \$1200 grant if they take advantage of this particular section of that Act. Another point that was mentioned was the greater measure of privacy that a person enjoys on an acreage subdivision.

The next major topic on small-holdings was whether they carry their share of the tax load. In many cases the taxes collected are not equal to the expenditure which the municipality has to make. It was concluded that in general, they do not carry their

share of the tax load. On the other hand, it is often found that a man with a small-holding and a dwelling on it is paying more taxes than a farmer with a quarter section and probably a house of equal value, because the farmer is not assessed on his buildings. However, where the small-holding does not pay sufficient tax to meet its share of municipal costs, it means that in effect such developments are being subsidized by the rest of the community.

The next point was the possibility that it was false economy for a person to build in the country because although land costs are probably lower in the beginning, materials delivered to the site will undoubtedly cost more than if they had been delivered in the city. Also, in some areas of the Province electric power rates are twice as costly outside of urban areas as they are within urban rates. Generally, there is no gas service and very little in the way of sidewalks, fire protection, police service, street lighting or any of those services which are common in urban areas. It was also mentioned that the advantages of country living were in many cases, an illusion created by real estate operators.

Not much discussion was devoted to country residences. The general feeling was that country residences are generally on smaller acreages than small-holdings and that the buildings erected on them are quite substantial, so that the taxes gained by the municipality are in excess of the cost to the municipality for providing the services that they do render and therefore municipalities are not too concerned about them.

Annexation - The Second clinic of our particular committee dealt with annexation and most of the time was spent on a discussion of the annexation procedure. This, briefly, is that a municipality or one or more land-owners may apply to the Board of Public Utility Commissioners for the annexation of a certain portion of land to another municipality. The Board obtains from the municipality a list showing all of the sites involved and the names and addresses of the owners and then writes to the owners to ascertain their wishes regarding the proposal. If one person or if either municipality objects to it, the Board requires that a public

hearing be held for airing the various points of view. If all three parties—that is the two municipalities and the owners—agree to the annexation, then no public hearing is held and it is almost automatic that the annexation goes through. In the case of a large annexation, the hearing is advertised in the newspapers and objectors other than the owners may be heard.

A suggestion was made that if the matter was just advertised without first contacting the owners, it might save a lot of time and expense. Another suggestion was that if both municipalities are in agreement on the scheme, they should consummate the annexation and then hold hearings to decide what special provisions should be made.

One suggestion which was made was that perhaps the Board of Public Utility Commissioners was not the proper body to have jurisdiction in an annexation, but that it should be the Provincial Planning Advisory Board. This idea was received with very mixed feelings by the committee and a great deal of time was spent discussing it. It was thought that the Provincial Planning Advisory Board or some other group might set up a committee to determine which Board is the proper authority to give consideration to annexation. Although no definite conclusion was reached, more people spoke against the proposal than spoke for it.

It was pointed out that annexation procedures are a very different function from the other functions which the Board performs, which include such matters as the regulation of consumer costs of milk and gas and the granting of franchises for public utilities. However, it was pointed out that there is co-ordination at the present time between the local planning authorities and the Board of Public Utility Commissioners, in that the Board does request a report of recommendation from the planning body before a decision is reached, though sometimes it does not go along entirely with the recommendation.

Another point which took up some time in the discussions was the matter of the agricultural assessment in a rural area being continued when it was annexed to an urban area. In many cases

this is provided for by the Board order which sets up the annexation. However, there is never any guarantee in the matter. In other words, if you represent an urban municipality you cannot go to a farmer and guarantee him that his taxes will remain the same after annexation or that his mill rate will remain the same after annexation as before, because this is purely within the jurisdiction of the Board of Public Utility Commissioners. It was suggested that if some type of assurance could be given with respect to taxation of these agricultural parcels the owners might not be so apt to object to annexation when it is proposed.

The functions and jurisdictions of the Board of Public Utility Commissioners and the Provincial Planning Advisory Board are entirely different. They are jointly referred to in one piece of legislation and that has to do with the setting up of a metropolitan area where it states that the Board of Public Utility Commissioners will set up a metropolitan area on the recommendation of the Provincial Planning Advisory Board. But outside of that, there is no formal contact between the two Boards. However, in Ontario their setup is quite different, in that they have what is known as the "Ontario Municipal Board," which is one Board which has the functions of both the Boards which have been established in the Province of Alberta.





## C H A P T E R X

### BUSINESS SESSION

(J.H. Holloway, Chairman)

The business session of the conference was opened by Mr. Holloway. After a general discussion of the value of the conference and the possibility of making it an annual affair, the following resolution was recorded and carried by the delegates.

RESOLVED that we express our thanks and appreciation to all those responsible for the organization of this conference, to the Municipal District of Strathcona for the reception, to the City of Edmonton for the dinner and to Dr. W.C. Wonders for his excellent address.

Mr. Holloway stated that a letter of thanks would be sent to the city, the municipal district and to Dr. Wonders for their participation in the program.

One of the delegates then raised the question of financing in the commissions. He wondered if it would be possible to obtain information as to the relative costs allotted to the various commission members at different points in the Province. Estimated per capita figures were given for each commission area. These varied from commission to commission and between different types of municipalities within each commission, with figures which ranged from about 20 cents for some municipalities to as high as over 90 cents for others.

The possibility of having a statement prepared in tabular form and distributed to the commissions for purposes of comparison was discussed at some length. While some delegates favored this idea, it was pointed out that because conditions varied from district to district, such figures alone could not be taken as a true basis for comparison. It was decided, at Mr. Holloway's suggestion, that the matter be left to the judgment of the Provincial

Planning Advisory Board. A further suggestion made by one of the delegates was that any commission could obtain a copy of the financial statement of any other commission by writing a letter and sending a five-cent stamp.

Mr. Holland made the suggestion that a planners' meeting might be held in Banff at some convenient time during the summer. After a general discussion on this subject a motion was passed that the planners consider the possibility of holding a summer meeting at Banff.

The group spent some time discussing the objectives of the conference, the desirability of counteracting such unsupported adverse comments on planning administration as those recently emanating from the Hon. Mr. Justice Porter and of pointing out the many advantages to be gained through the planning of future development in the urban communities and rural areas of the Province. It was acknowledged that planning officials should at all times be tactful, patient and courteous in dealing with the public and that their decisions should always be consistent with the policies laid down by the commission or the council concerned, but it was not to be expected that good planning could be accomplished without some restrictions of individual property rights. This discussion resulted in the following motions:

1. RESOLVED that we express our appreciation to the Provincial Government for establishing the District Planning Commissions of the Province. We consider that the District Planning Commission system is a realistic and practical approach to planning which is essential in our community life, and further we feel, as a result of this conference of elected representatives, that there is a better understanding of the problems and functions of the commissions and we urge the Government that they continue to support the District Planning Commissions.
2. RESOLVED that it is the considered opinion of this conference that the orderly and economic development of our communities cannot be reconciled with the complete

freedom of the use of land: nor is the acquisition of all land which needs to be restricted a practical solution, and further, that orderly and economic growth of our communities can only be achieved by the control of the use of land.

Both motions were carried by a unanimous vote of the delegates.

Mr. Holloway closed the session by thanking the group for the diligent attention which it had given to the conference. He stressed the thought that planning and the idea of planning had to be promoted to be successful. He mentioned Dr. Wonders' talk to point out that because of population growth and increasing urbanization, the problems of living together in the world fifty years hence would be much greater than they are now, and for the sake of future generations it would be necessary to utilize our material resources to the best possible advantage. To accomplish this, sound planning was essential and every effort should be made to promote and achieve it.



The following delegates attended one or more sessions of the conference:

C. Akkerman .....	Town of Forest Lawn
J.M. Baillie.....	Town of Forest Lawn
P. Belter.....	Municipal District of Camrose
M. Biilmann.....	Edmonton District Planning Commission
D.M. Braim .....	Municipal District of Camrose
W.R. Brown .....	City of Edmonton Planning Department
E.C. Browning.....	Town and Rural Planning Branch
J.L. Bull.....	Municipal District of Rocky View
R.A. Cantelon.....	Department of Municipal Affairs
A. Cervený .....	Town of Ponoka
J.W. Chalmers .....	Department of Education
R.B. Chilton .....	Town and Rural Planning Branch
F.W. Churchill .....	Town of Innisfail
S.J. Clarke .....	Oldman River District Planning Commission
E.T. Clegg .....	Peace River District Planning Commission
D. Cole.....	Red Deer District Planning Commission
P.L. Crisp.....	Calgary District Planning Commission
L. Douglas .....	City of Edmonton
Mrs. Mary Dover .....	Calgary District Planning Commission
R.R. Erickson .....	Town and Rural Planning Branch
J.B. Gee .....	Town and Rural Planning Branch
R.N. Giffen.....	Edmonton District Planning Commission
W. Hardcastle .....	City of Edmonton Planning Department
J. Holland .....	Medicine Hat District Planning Commission
J.H. Holloway .....	Provincial Planning Advisory Board
Hon. A.J. Hooke .....	Minister of Municipal Affairs
K.A. Hornsby.....	Oldman River District Planning Commission
G. Hurley.....	Peace River District Planning Commission
E. Knutson .....	Town of Montgomery
C.W. Lester .....	Department of Highways
N. Letherdale .....	Town of Olds
G.E. Lock .....	Town of Okotoks
G.H. Luck .....	Edmonton District Planning Commission
L. Lund.....	Town of Sundre
D. Makale .....	Planning Consultant, Edmonton
F. Marlyn.....	Edmonton District Planning Commission

A.G. Martin .....City of Calgary Planning Department  
 P.D. McCalla ..... Department of Agriculture  
 F.J. Mitchell..... Edmonton District Planning Commission  
 F.W. Modin ..... Town of Calmar  
 G.L. Monroe ..... Municipal District of Rocky View  
 H.E. Morris .....Town of Bowden  
 A.W. Morrison .....Department of Municipal Affairs  
 W. Ogden..... City of Edmonton Planning Department  
 B. Orysiuk ..... Town and Rural Planning Branch  
 M.R. Parker .....Municipal District of Strathcona  
 M. Perkins ..... City of Grande Prairie  
 A. Pfeiffer ..... Edmonton District Planning Commission  
 J.N. Polonuk ..... Town and Rural Planning Branch  
 J.E. Potter ..... Town and Rural Planning Branch  
 J.C. Powell ..... Peace River District Planning Commission  
 M.A. Prediger ..... Town of Ponoka  
 R.D. Price ..... City of Red Deer  
 J. Primeau ..... Town and Rural Planning Branch  
 R.M. Putnam ..... Department of Agriculture  
 H.T. Reynar ..... Town of Leduc  
 A. Robertson ..... Peace River District Planning Commission  
 C. Rodgers ..... City of Edmonton Planning Department  
 M. Rogers ..... City of Edmonton Planning Department  
 E. Roper ..... City of Edmonton  
 J. St. Laurent ..... Town of Morinville  
 E. Schrader ..... Town of Leduc  
 A.W. Shackelford..... City of Lethbridge  
 A.R. Sinclair .....Town of Rocky Mountain House  
 L. Slipec..... Town and Rural Planning Branch  
 A.R. Smith ..... Calgary District Planning Commission  
 H. Thomson ..... Peace River District Planning Commission  
 B. Tieman ..... City of Grande Prairie  
 J.D. Tucker ..... Municipal District of Foothills  
 R. Turner..... Oldman River District Planning Commission  
 E.H. Weeres .....Town of Stettler  
 Miss E. Weisbeck...Medicine Hat District Planning Commission  
 A.B. Wetter ..... Department of Education  
 Mrs. M. Wilson .....Edmonton District Planning Commission  
 V.A. Wood ..... Department of Lands and Forests  
 C.M. Young ..... Town of High River

















